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ABSIRACT

THE CREATION OF THE COMMITTEE OF PRESIDENTS IN 1962 WAS A SIGNIFICANT STEP TOWARD SYSTEMATIC CCOPERATION AMCNG ONTARIC UNIVERSITIES. THIS CCOPERATION, WHICH HAS CONSISTENTLY INCREASED, WAS THE RESPONSE TO GROWING DEPENDENCE ON PUBLIC FUNDS, AND TO INCREASED GOVERNMENT INTEREST IN HOW FUNDS WERE SPENT. THE UNIVERSITIES HAVE COOPERATED IN ESTABLISHING GRADUATE PROGRAMS, AN INTERLIBRARY LOAN SERVICE, CCMMCN APPLICATION FORMS FOR ADMISSION, ENROLLMENT PROJECTIONS, AND OTHER PROJECTS. THE OPERATING GRANTS FORMULA, INTRODUCED IN 1967, HAS BEEN MCST SUCCESSFUL. UNDER THIS FORMULA, EACH CATEGORY OF STUDENTS IS WEIGHTED AND EACH UNIVERSITY'S WEIGHTED ENROLLMENT AS OF DECEMBER 1 IS MULTIPLIED BY THE VALUE OF A "BASIC INCOME UNIT." EMERGING UNIVERSITIES GET A SUPPLEMENT FOR A STATED NUMBER CF YEARS. OTHER ISSUES THAT HAVE BEEN CONSIDERED ARE THE NUMBER OF FOREIGN STUDENTS AND FACULTY AT CANADIAN INSTITUTIONS, THE RCLE OF FACULTY AND STUDENTS IN DECISION MAKING, STUDENT AID PROGRAMS, PROVISION OF STUDENT RESIDENCES AND STUDENT UNREST. APPENDICES CCNTAIN DATA ON THE MEMBERS, SUBCOMMITTEES AND EXPENDITURES CF THE COMMITTEE, A BRIEF ON RELATIONS BETWEEN UNIVERSITIES AND GOVERNMENTS, AND A PROPOSAL FOR ESTABLISHING A CCUNCIL OF UNIVERSITIES OF CNTARIO. (AF)

Committee of Presidents of Universities of Ontario

Comité des Présidents d'Université de l'Ontario

CAMPUS AND FORUM

Third Annual Review, 1968-69

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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Collective Autonomy: Second Annual Review, 1967-68
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1. Looking Outwards

The ivory tower is letting down its drawbridge. The universities of Ontario are in transition from a fully independent, self-contained status to one of voluntary participation in a system, heavy dependence on public money for both operating and capital expenses, and therefore accountability to the Government and the people of Ontario. This chapter will take stock of the extent to which the universities of Ontario have moved from isolation to cooperation and involvement in the wider society of which they are a part, assess the trend of future developments in this direction, and consider the adjustments the universities are likely to make in tune with such developments.

Creation of the Committee of Presidents in 1962 was the first significant step towards systematic cooperation among Ontario universities. (Present members of the Committee, together with observers and principal Secretariat officers, are listed at Appendix A.) Over the next four years the momentum grew and a number of specialized subgroups were established. (A list of existing subcommittees and affiliates, with a summary of their tasks and membership patterns, is given at Appendix B.) Beginning with the academic year 1967-68, the universities have embarked on various cooperative projects, among them the library transit system, the cooperative-use agreement relating to university libraries, the bibliographic centre project, the common admission procedure, the appraisal of graduate programmes, the bringing together of representatives of discipline groups, and the newly formed Computer Coordination Group. These programmes are discussed elsewhere in this Review. Some measure of the activity of the Committee of Presidents in 1968-69 is afforded by the expenses it incurred as set out in the financial statement at Appendix C.

Cooperation among the universities was in part a response to growing dependence on public funds. Between 1962 and 1969 government grants to Ontario universities for operating expenses increased more than sevenfold. With support on this scale going to the universities,

the Government of Ontario obviously had a responsibility to see that the money was well spent. The Government has expressed a preference for leaving the initiative with the universities; this is exemplified by the introduction of an objective formula for the payment of operating grants. But it has been clearly understood that if the universities do things of which the Government disapproves, or fail to do things it considers desirable, direct action by the Government may follow. This is illustrated by the exceptions made by the Government to the principle, as understood by the universities, that funds paid out under the formula would be available for any legitimate purposes without specific limitations, for example the requirement that graduate programmes must be successfully appraised to qualify for formula grants.

The changes in relations between universities and government experienced in recent years in Ontario have been reflected in other parts of Canada. To assess these changes, in the summer of 1968 a Commission on the Relations between Universities and Governments was set up under the joint sponsorship of the Association of Universities and Colleges of Canada, the Canadian Association of University Teachers, the Canadian Union of Students and the Union Générale des Etudiants du Québec, with a grant from the Ford Foundation. The Commission's terms of reference call for it to consider the distinctive role of universities in the changing Canadian society, particularly with respect to their responsibilities for the development of this role at the various levels of society; to determine the need, nature and extent of university autonomy and goverment and public control of universities; and to recommend appropriate instruments for relations between universities and governments.

The brief submitted to the Commission by the Committee of Presidents is reproduced at Appendix D. The brief traced the background of relations between university and government in Ontario, examined the existing structures for cooperation among the universities and between them and the Provincial Government, and explored briefly some of the alternatives for the evolution of these structures. Commenting that the practice of inviting academic colleagues to attend meetings of the Committee of Presidents, begun in September 1967, had had a markedly broadening effect on the Committee's discussions, the brief forecast a more formal involvement in the collectivity of other elements within the university community. The brief noted that, whatever the shape of the decision-making body, there was growing evidence that the staff function of the Committee of Presidents

or its successor would have to be strengthened. The need to coordinate the activities of the two bodies responsible for advising the Government of Ontario on post-secondary education, one dealing with university affairs and the other with the colleges of applied arts and technology, was acknowledged in the brief. Finally, the brief called for a strengthening of the role of the Federal Government in university education and suggested student aid and support of research and libraries as appropriate areas for an expanded Federal role.

Along with closer contact among themselves and with the Government, the universities have shown interest in a widening of opportunities for other forms of post-secondary education. Shortly after the formation of the Committee of Presidents, its Research Committee conducted studies out of which arose recommendations for the establishment of a new type of post-secondary institution in Ontario. The Government of the province took up the proposal and in 1965 launched the colleges of applied arts and technology. These colleges were not to be pale imitations of universities but were designed to provide a distinctive type of post-secondary education. From the time of their formation the colleges have had fruitful relations with universities at the local level, and in May 1968 the Committee of Presidents issued a statement expressing the willingness of the universities to consider for admission students in colleges of applied arts and technology who achieved high standing in their courses. However, there has not been any clear definition of the respective roles of the two kinds of institutions such as would discourage unwanted duplication and obviate gaps in the range of post-secondary offerings available in the province.

With this in view, the Government announced in June 1967 its intention to establish a Commission to Study Post-Secondary Education in Ontario which would offer the Province a course of development in this field to 1980. The Commission would, among other things, "consider in the light of present provisions for university and other post-secondary education in Ontario the pattern necessary to ensure the further orderly balance and effective development of institutions of post-secondary education in the Province during the period to 1980 and . . . make recommendations thereon." It was hoped that the members of the Commission would be appointed within a short time but it proved difficult to find an independent person of the appropriate calibre who would be willing to serve as full-time chairman. Concerned at the resulting delay, the Committee of Presidents decided in September 1968 to propose alternative methods for the systematic

study of post-secondary education in Ontario. The Presidents undertook to sponsor a study of the university system and at the same time offered to participate in any wider studies the Minister of University Affairs might consider desirable.

The Minister decided to proceed with a general study of post-secondary education and in May 1969 announced the appointment of the Commission with Dr. D. T. Wright, Chairman of the Committee on University Affairs, as Chairman. The other members of the Commission are drawn from the Committee on University Affairs, the Council of Regents for Colleges of Applied Arts and Technology, and the administration and faculty of the universities, the colleges, and Ryerson Polytechnical Institute, and the general public. Two student members were subsequently added to the Commission. The terms of reference of the Commission are based on those announced two years earlier, except that it is charged with considering in general terms the period to 1990 in addition to carrying out a more detailed study of the years to 1980. To facilitate its task, the Commission will engage suitably qualified individuals and organizations to assist it. The Commission has been asked to issue public reports and recommendations from time to time, as it may see fit, especially in respect of matters on which early action is appropriate.

On being notified of the Minister's intention of proceeding with the establishment of the Commission, the Presidents abandoned the idea of a separate study of the university system and decided instead to cooperate fully with the general study. They have asked their Subcommittee on Research and Planning to draft a brief to the Commission exploring the philosophy and goals of higher education and the role of the Ontario universities and university system. In addition, the Secretariat is in touch with the Commission as its task develops and will make recommendations to the Committee of Presidents on the most appropriate manner in which it can cooperate with the Commission in carrying out its task. It is likely that the Secretariat will undertake specific studies at the request of the Commission and that such studies will be reflected in the Commission's reports.

Establishment of the Commission to Study Post-Secondary Education afforded an occasion to initiate closer contact between the universities and the colleges of applied arts and technology. As a first step, a joint meeting of the committees of presidents of the two groups of institutions was held on May 16, 1969. At the joint meeting there was discussion of the respective roles and objectives of the two types of institutions and it was agreed that a joint liaison committee, com-

prising four representatives of each group, should be set up to consider and make recommendations on matters of mutual concern. This committee will deal initially with the following questions: admission policies and procedures and the implications for post-secondary institutions of changes in the secondary-school system; accreditation of professionals and para-professionals by the various professional associations, and division of responsibility between the two types of institution for the education of such persons; resource-sharing, for example in such areas as libraries and computers; and cooperation by the two groups in the preparation of inputs to the Commission to Study Post-Secondary Education.

As foreshadowed in the brief to the Commission on the Relations between Universities and Governments, referred to above, a review of the structure of the Committee of Presidents and of its supporting organization and staff was undertaken by the Executive Vice-Chairman. His Proposal for Establishing a Council of Universities of Ontario was presented to a meeting of the Committee of Presidents in February 1969 and it was agreed that the document should be circulated for urgent consideration by the appropriate bodies in each university. The Proposal, as amended in the light of comments received by September 1969, is reproduced at Appendix E.

Under the Proposal, a Council comprising the president and one other representative of each university would be brought into being as a successor organization to the Committee of Presidents. The Council would be supported by a structure of the matrix type, comprising programme committees on the horizontal axis and a research arm on the vertical. Programme committees would have as their areas of responsibility the following four major divisions: arts and science, health sciences, other professions, and graduate studies. Each programme committee would be made up of a senior administrator and a faculty member or student from each university. The committees would deliberate on questions of concern in their area and would present recommendations to the Council. The research arm would consist of specialized resource subcommittees and system supervisors, each responsible for a particular resource area. The research organization would have access to data acquired and stored in a data bank. The resource subcommittees, unlike the programme committees, would not need to be representative but would be made up of experts.

The proposed changes in structure of the collectivity and its staff operations aim to provide an organization which will be an acceptable

voice of the university community, both to its constituent members and to the public and the Government. It is seen as an alternative to a legislated coordinating body for the universities such as the "University of Ontario" proposed by the Spinks Report.[1] The Council approach is based on the aphorism "knowledge is power" and would depend on developing a capacity to examine issues on the basis of careful and competent research and analysis, and clear exposition of the alternatives open in any given situation. The only coercion would be the coercion of logic and individual universities would find it difficult, though not impossible, to reject the collective judgement. In addition, the structure would be geared to the programme-planning-budgeting approach being adopted by the Federal and Provincial governments.

By September 1969 the proposal had been accepted in principle by a majority of the universities. If it proves broadly acceptable to all, the comments and suggestions made by the universities will be studied and the final shape of the new structure will incorporate desirable modifications.

So pressing was the need for systematic collection and analysis of data on the operations of the universities that the Committee of Presidents decided not to await consideration of the Proposal for Establishing a Council of Universities of Ontario before creating a full-time research capability. In March 1969 approval was given for the establishment of a Research Division within the Secretariat, and effective May 1 Mr. B. L. Hansen, formerly Director of Institutional Research in the University of Toronto, was appointed Director of Research. The expansion of the staff necessitated a move from the offices the Secretariat had occupied in Massey College since its formation in 1966, and new premises were taken at 230 Bloor Street West, Toronto.

Universities have traditionally cherished their autonomy because they see it as the only guarantee of freedom to pursue enquiry wherever it may lead, to disseminate the knowledge generated by enquiry, and to act, in a sense, as conscience and critic of society. Universities with rich endowments or that can attract generous gifts can hope to preserve a certain degree of autonomy. Those that are wholly or very largely supported by the state must expect to submit to a greater or a lesser degree of state control. Under the extreme pattern of state control, the university becomes a branch of the civil service. An inter-

[1] *Report of the Commission to Study the Development of Graduate Programmes in Ontario Universities* (Toronto: Ontario Department of University Affairs, 1966).

mediate model places the universities under the management of a state-appointed board of regents. In Ontario the universities have been encouraged to follow the path of voluntary cooperation, preserving the essence of their autonomy, to a large extent on the individual campus, but partly through the collectivity created by them and controlled by them. But the situation is not static. As suggested by the title of this Review, the universities are now in the market-place and they must equip themselves to meet the challenges of public scrutiny and public accountability. They realize that a strong collectivity is an essential part of the equipment needed.

2. Working Together

WORKING TOGETHER IN GRADUATE EDUCATION

With the appraisals procedure for graduate programmes well established, and the Ontario Government requiring programmes to have been successfully appraised as a condition for the payment of grants in respect of them, there is reasonable assurance that all new graduate courses offered by Ontario universities will be of high academic quality. Whether all such courses will be in fields where there is demand for persons with graduate degrees is uncertain.

The appraisals procedure, established by the Ontario Council on Graduate Studies at the beginning of 1967, allows universities to submit proposed graduate programmes to appraisal by outside consultants in accordance with certain agreed academic criteria. By September 1969, 20 Ph.D. programmes and 27 master's programmes had been successfully appraised, while 3 Ph.D. and 2 master's programmes had been unsuccessful.

Fear of an unfavourable appraisal has haunted the universities and has led to revisions of the procedures governing appraisals designed to allay some of the fears. In May 1968 provision was made for a graduate programme to be approved for commencement at a future date, if certain conditions were fulfilled in the interim. At the beginning of 1969, further revisions were approved by the Council on Graduate Studies. In future, a recommendation by the Council's Appraisals Committee for refusal or suspension of approval or approval at a future date would be communicated to the university concerned with a statement of the reasons for the recommendation. If the university received notice of a negative recommendation or of a postponement, it could prepare a statement of rebuttal and ask to have new consultants appointed to re-examine the proposal. Further, a university could at any time submit for a new appraisal a programme which had

earlier been negatively appraised, and the submission would be treated as if the earlier appraisal had not been carried out.

The Committee of Presidents is interested to learn that its Quebec counterpart, the Conference of Rectors and Principals of Quebec Universities, is inaugurating an appraisals procedure similar to that in effect in Ontario.

There is concern, on the part of the universities as well as of the Government of Ontario, to avoid unnecessary duplication in graduate offerings. In the absence of reliable projections of future manpower needs, it is difficult to determine what unnecessary duplication exists or is likely to exist. Manpower studies should, ideally, be conducted on a Canada-wide basis since graduates of Ontario universities may be expected to find employment in any part of Canada. However, it is likely that the Commission to Study Post-Secondary Education in Ontario, perhaps with the cooperation of the universities of the province, will conduct manpower studies, and these should give some indication of the extent to which persons with graduate degrees in various fields will be needed.

The Committee of Presidents and the Council on Graduate Studies have taken initiatives to promote cooperation in graduate studies between the various universities, one of the objectives being to eliminate or to prevent unnecessary duplication. A general meeting of representatives of discipline groups from all Ontario universities was held in May 1968. Disciplines that had not previously organized themselves into formal groups were invited to do so and to arrange to meet regularly. It was suggested that each discipline group should prepare an inventory of graduate programmes in its field already being offered by the various universities, or in the planning stage; study the possibility of organizing summer institutes in a region, in which several universities would participate; discuss the feasibility of opening graduate courses to students registered in other nearby institutions; and seek to discover any undeveloped areas of graduate studies and research which ought to be taken up in the province.

By February 1969, 28 discipline groups had submitted reports of their progress towards cooperation in the graduate field. The Council on Graduate Studies had the previous fall set up an Advisory Committee on Academic Planning, comprising four graduate deans and three professors, under the chairmanship of Dr. H. S. Armstrong, Dean of Graduate Studies at the University of Guelph. The functions of the Advisory Committee are to review the progress of the discipline groups, to guide and assist the groups, and to advise the Council on Graduate

Studies and the Committee of Presidents in this area. The Committee has been active.

After studying the reports submitted by the discipline groups, the Advisory Committee decided to draw up guidelines so as to have on a standardized basis the inventories being prepared by the disciplines. Detecting a danger of overexpansion of facilities for geology, the Advisory Committee recommended early in 1969 that all proposals for capital expenditures in geology be re-examined by the individual universities and if possible deferred pending receipt of the report of the Science Council of Canada on a study of the solid-earth sciences. This recommendation was accepted by the Committee of Presidents and conveyed to the various universities.

The discipline groups have shown themselves eager to follow up the suggestions put to them at the May 1968 general meeting regarding joint regional summer institutes and exchanges of graduate students. Several proposals for summer programmes in 1970 are being considered by the Advisory Committee. To clear the way for graduate student exchanges, the Advisory Committee addressed itself to the mechanics of such exchanges, including the important question of cost sharing. Procedures were worked out and put before the Committee of Presidents, which agreed to recommend them to the individual universities. Under these procedures, transfer will be subject to the approval of the department chairman in the host university. The transfer student will be reported as enrolled in his home university and identified by the host university as a visiting student. Course and residence credits will be granted by the home university in respect of work done by the student on the host campus. The home university will collect the normal fee from the student and the whole of the formula grant entitlement in respect of the student, and will in turn pay to the host university a uniform fee of $500 per year's course and $250 per half-course.

FOURTEEN LIBRARIES, ONE RESOURCE

The year under review witnessed continuation and development of projects launched in recent years with the object of making the resources of each university library in Ontario available to the whole system. The interuniversity library transit system is now entering its third year of operation, as is the cooperative-use agreement whereby visiting scholars from any participating university may use the library facilities of any other. The first phase of the studies in preparation

for the establishment of a bibliographic centre was completed and the more detailed planning has begun.

Books and other library materials requested on interlibrary loan are carried daily between the twelve universities in the southern part of the province by the station wagons of the transit system. The two universities in Northern Ontario are served by air express. The necessary licences have been obtained to allow the vehicles to carry passengers as well as library materials so that the scholar may go to the books if he wishes instead of having the books brought to him. *The Interuniversity Transit System Anniversary Report,* prepared by the Ontario Council of University Librarians and published by the Committee of Presidents in November 1968, describes the system in detail. It reports substantial achievement of the objective of reducing the interval between request and delivery of materials from eight days to twenty-four hours, and contains statistics showing that in the first year of operation of the transit system the volume of materials exchanged on interlibrary loan doubled. Later figures show a further sharp increase.

Following the publication of the *Anniversary Report,* the Comité de Coordination des Bibliothèques Universitaires du Québec sought advice about the establishment of a similar system for the Province of Quebec. A meeting of the Chairman of the Comité and officials of the Ontario transit system was held in June 1969 at which preliminary information was exchanged by the two groups. It was subsequently decided that there will be a link between the Ontario system and the one to be established in Quebec. There already exists a considerable volume of transactions between Quebec and Ontario university libraries; when the transit system is started in Quebec and linked to the Ontario operation this activity can be expected to increase.

The consultant for the bibliographic centre project, engaged by the Council of Librarians in January 1968, presented his final report a year later. The Librarians considered the consultant's report a useful basis for proceeding further but noted that it had left a number of important questions unanswered, perhaps unavoidably in view of the limited period for which the consultant had been engaged. They therefore recommended that a research and planning office be created for the establishment and development of an Ontario universities' bibliographic centre. This recommendation was endorsed by the Advisory Joint Council on Coordination of Ontario University Library Research Facilities, and approved by the Committee of Presidents in February 1969.

C. Donald Cook was appointed Research and Planning Officer effective October 1, 1969. His terms of reference require him to organize and conduct, under the direction of the Steering Committee of the Advisory Joint Council, the research needed to establish a factual base for the bibliographic centre, and draw up an operational plan for it. He will investigate, in the order of priority determined by the Steering Committee, the various possible areas of cooperation among the Ontario university libraries, analyze data now being gathered on the needs of each library, and consider possible methods of cooperation to meet those needs. The Research and Planning Officer will estimate the relative costs and benefits of these methods in comparison with present operations. He will present the results of each of his investigations, together with appropriate documentation and recommendations, to the Steering Committee.

The steps taken in the past year give rise to the expectation that the detailed planning for the bibliographic centre will be done before the completion of the University of Toronto's new Humanities and Social Sciences Library which is to house the central library facility for the Ontario university system.

MORE BOOKS, MORE SPACE

Library collections in many Ontario universities are inadequate to support undergraduate programmes, let alone the more extensive requirements for graduate studies and research. In an effort to document the deficiencies in quantitative terms, the Committee of Presidents established in 1968 two special subcommittees, one to study undergraduate collections and the other to assess needs in the area of graduate studies and research.

In November 1968 the special subcommittee charged with proposing standards for assessing the needs in the undergraduate field reported that, while various objective methods for assessing the adequacy of undergraduate collections had been considered, there were enough variables in library use for the conclusion to be drawn that no single quantitative standard was sufficient. The Committee of Presidents decided that, weighed against the value of the hoped-for results, the task of pursuing the development of quantitative criteria at the undergraduate level would be too time-consuming and laborious. The special subcommittee was therefore discharged with appreciation.

The Special Subcommittee on Assessment of Graduate and Research Library Requirements in a preliminary report to the Committee of

Presidents in September 1969 described the various approaches to its tasks that are being considered. The Subcommittee had initially spent some time collecting and studying relevant reports and documents as a foundation of information for actual studies to be undertaken. The Subcommittee believes that its findings must have a quantitative basis although the areas it will study are to a large extent qualitative and difficult to measure.

At the same time that the adequacy of library holdings is being assessed, attention is being given to the question of space to house the collections and to accommodate staff and users. In June 1968 the Committee on University Affairs held up approval of requests for capital funds for library expansion pending further justification of the need for the space sought. The requests were later approved but in the meantime the Committee of Presidents asked the Ontario Council of University Librarians to undertake an assessment of the library facilities likely to be needed by the various universities by 1976.

The Librarians made a preliminary report to the Committee of Presidents in April 1969 after gathering data from the universities on actual and projected enrolment, present and projected numbers of staff and reader seats, and projected volume holdings in 1976. A member of the Secretariat staff was assigned to work with the Librarians in refining and extending their investigations. A final report, to be submitted shortly, will assess the total financial commitment the Government of Ontario would be called upon to make for capital development for university libraries to satisfy expected needs to 1976. The report will show the point at which each library will experience an acute shortage of space if no further capital projects are undertaken beyond those already approved by the Government.

Linked to the study of funds needed for capital development for libraries is the question of the availability of operating funds to support such developments. The study of space requirements will also attempt to estimate the level of operating funds needed to sustain the library staff and rates of acquisition envisaged in the projection of physical facilities. To the extent that this latter part of the study is successful, new ground will have been broken in documenting requirements for operating funds as a corollary of new capital developments.

GETTING INTO UNIVERSITY

The common application form for admission to Ontario universities was used for the third time for fall admissions this year. The form was

modified in the light of experience, and is kept under review by the Ontario Universities' Council on Admissions which administers its use. Space is provided on the form for simultaneous application to up to four universities. Each university receiving a copy of the form considers the student's application and makes an offer of admission if the student is qualified and if there is a place in the course he wants to enter. When the student replies to an offer, the university receiving the reply notifies the other universities listed on the form. This procedure minimizes the danger of a place being kept for a student by more than one university.

A change was made for 1969 in the date for making offers of admission under the common admission procedure: the universities agreed not to mail offers of admission before May 30, instead of May 15. The change in date was intended to coincide with the end of the school year but, after the change had been endorsed by the universities, the Department of Education extended the school year to June 13. The Department and the Ontario Secondary School Headmasters' Council asked the universities to make a further change in the date but their arrangements on the basis of the previously accepted dates were already too far advanced to be altered at that stage. The advantages of having the earliest date for sending out offers of admission coincide with the end of the school year are obvious. The Council on Admissions therefore decided to recommend that in 1970 the first date for sending out offers of early admission should be June 11, the last day of classes as announced by the Department of Education. It was also agreed that the first date for requiring acceptances should be 15 days later.

Enough evidence is now available to demonstrate that the common admission procedure is a success, especially in view of its low cost and the simplicity with which it can be administered. Wider public understanding of its operation is important, however, since the provision for multiple applications can give rise to the impression that the total number of applications exceeds by a wide margin the number of university places available. In the early summer of 1969, while the admission procedure was under way, a newspaper published figures purporting to show that large numbers of applicants had been denied admission at the University of Toronto and at York University, with the implication that these students would not find places at other universities in the province. The Minister of University Affairs, however, in replying to questions in the Ontario Legislature, explained the operation of the multiple-application system, and gave an assurance that the number of university places would match the number of qualified applicants in 1969.

Abolition of the province-wide Grade 13 examinations under the auspices of the Department of Education removed a standardized yardstick of achievement on which the universities relied heavily in their admission policies. The Council on Admissions has expressed confidence in the ability of secondary school teachers and principals to examine and assess their students, and appreciation of their very real efforts to do their part in making the new Grade 13 system work satisfactorily. However, in the absence of a uniform scheme of evaluation, there are bound to be variations in standards of assessment from one school to another. This could create problems where several applicants from different schools with approximately the same marks are competing for a single university place. To mitigate these problems, the Council on Admissions recommended that the aptitude and achievement tests offered by the Service for Admission to College and University, or their equivalent, be required of all Ontario high school students, and administered in the schools by the Department of Education. This recommendation was endorsed by the Committee of Presidents and conveyed to the Minister of Education in the fall of 1968.

The extensive changes in the secondary school system that have already taken place, and that are likely to flow from the Hall-Dennis Report,[1] prompted the Council on Admissions to suggest that machinery be set up for continuing liaison with the Department of Education in the areas of future planning, policy changes, curriculum development, assessment of student progress and statements of Grade 13 standing. A meeting was held with the Deputy Minister of Education in September 1969 at which arrangements were made for the setting up of a joint liaison committee, comprising three persons representing the Department and three the Committee of Presidents.

Each university in Ontario sets its own admission requirements. This is regarded as a basic prerogative of each institution, but the Ontario University Registrars' Association decided in December 1967 to review existing undergraduate admission requirements and to investigate the possibility of establishing some common requirements acceptable to all universities. The proposals of the Registrars' Association, as modified by the Council on Admissions and the Committee of Presidents, were transmitted to the universities in February 1969 with the recommendation that they accept and endorse them. A majority of the universities have now done so.

[1]*Living and Learning: The Report of the Provincial Committee on Aims and Objectives of Education in the Schools of Ontario* (Toronto: Newton, 1968).

The proposals submitted to the universities urge endorsement of tests of the sort provided by the Service for Admission to College and University, and call for liaison with the Department of Education. These two matters had already been taken up by the Council on Admissions, as mentioned above. The current Ontario secondary school five-year programme is suggested as the normal preparation for all Ontario students intending to proceed to university, and the universities are asked to recommend that students obtain Grade 12 standing in certain specified subject areas. The proposals envisage seven Grade 13 credits as the minimum requirement for admission to university in the areas of arts, science and engineering. For arts, four of the seven credits should be in English or Français, Mathematics, and a second language. Students entering science courses should hold four credits in Mathematics A, Physics, and Chemistry. For engineering one prescribed credit, Mathematics B, is called for in addition to those required for science.

The Ontario Universities' Council on Admissions was established in 1965 as an affiliate of the Committee of Presidents. When the Ontario University Registrars' Association was granted affiliate status at the end of 1967, it was agreed that a procedure should be worked out to ensure orderly consideration of admissions matters, which are of concern to both bodies. In November 1968 the Committee of Presidents decided, on the recommendation of both organizations, that the Council on Admissions should retain primary responsibility for admissions questions, but that the Registrars could make to the Council such observations and recommendations as they deemed appropriate.

COUNTING HEADS

In the matter of enrolment projections in Ontario universities, the whole usually turns out to be alternately greater and less than the sum of its parts. In one year each university may overestimate the demand for places, and the total demand turns out to be less than the aggregated estimates of the universities. The following year, each university will tend to err on the side of caution and will then find that the overall enrolment exceeds the projections. In view of the difficulty of making accurate enrolment predictions at the institutional level, it was proposed that all the universities should pool their information on freshman enrolments and attempt to set more realistic enrolment goals.

The Committee of Presidents considered this proposal and agreed that the Secretariat, in consultation with the Subcommittee on Operating Grants and the Council on Admissions, should prepare annual projec-

tions of total freshman enrolment; examine and report on changes in admission policies; examine estimates of enrolment by the universities; and recommend to the universities amendments to estimates consistent with overall projections and admissions policies.

The task of following up this decision was entrusted to a Statistics Committee set up by the Council on Admissions. The Committee noted that the Grade 13 enrolment in the province in 1969 was much larger than in 1968, and was the largest since the opening of the colleges of applied arts and technology; that the percentage of passes in the Grade 13 examinations had been increasing, reaching 79% of those taking the examinations in 1968 as against 68% in 1967; and that applications for admission to university in the spring of 1969 were 25% above those a year earlier. On this evidence, the Committee estimated that in the fall of 1969 the first-year intake into Ontario universities would be at least 2,600 more than projected by the universities individually. Each university was then invited to revise its enrolment projections in the light of the findings of the Statistics Committee.

Statistics of university enrolment have been the concern of a variety of organizations — the universities, the Ontario Department of University Affairs, the Ontario Institute for Studies in Education and the Dominion Bureau of Statistics. *From the Sixties to the Seventies,* noting the need to coordinate the efforts of these bodies, made the following observations:

> The Ontario Institute appears to be building up an expert staff of statisticians, and appears likely to be able to provide the research resources at present so obviously lacking in an area where consistent and skilled research is needed. We suggest therefore that the collection, analysis and projection of the statistics of post-secondary enrolment in the province become the responsibility of that Institute, which would serve both the Committee of Presidents and those departments of the provincial government concerned with such statistics. A steering committee representing the universities and the relevant government departments should be established to assist the Institute in the discharge of this responsibility.[2]

In view of the importance of enrolment statistics to the newly formed Research Division of the Committee of Presidents' Secretariat and to the Commission to Study Post-Secondary Education in Ontario, it may be timely to take up again the suggestion quoted above to obviate duplication of effort in this area.

LEARNING BY VIEWING

To advise and assist the universities in the development and use of

[2]*From the Sixties to the Seventies: An Appraisal of Higher Education in Ontario* (Committee of Presidents of Universities of Ontario, Toronto, 1966), p. 71.

television teaching, and to seek common answers to the questions arising out of the use of the new medium, the Ontario Universities' Television Council was established as an affiliate of the Committee of Presidents in 1965. The year under review was one of considerable activity for the Council.

An important Council undertaking during the year was an examination of the problems of copyright in recorded television programmes. Copyright laws permit the use of copyright material in an ordinary classroom lecture, but if the lecture is recorded in permanent form questions may arise about the propriety of using such material. Again, it is not clear under present laws whether the teacher or the university owns the copyright in a lecture recorded on tape.

In the fall of 1968 a joint steering committee comprising three members of the Television Council and three representatives of the Canadian Association of University Teachers was set up to explore the copyright question. The steering committee drew up a brief which was presented to the Economic Council of Canada in March 1969. Guidelines for use by the universities, also prepared by the steering committee, were recommended to the various universities by the Committee of Presidents in April. The guidelines proposed that each university should enter into specific agreements with its staff governing the production and use of all educational programmes presented through television and other audio-visual media. Responsibility for the formulation of policy on the use of these media at each university should, the guidelines suggest, be assigned to an educational communications committee representative of the various constituencies within the university.

The Television Council has been actively involved in the steps being taken by governments to create a suitable institutional framework for the encouragement of educational broadcasting. The Council, in cooperation with the Association of Universities and Colleges of Canada and the Commission interuniversitaire des cours télévisés et radiodiffusés, had in February 1968 presented a brief to the Commons Standing Committee on Broadcasting, Films and Assistance to the Arts during the Committee's hearings on proposed amendments to the Broadcasting Act. Bill C-179, an Act to establish the Canadian Educational Broadcasting Agency, as given first reading in the Commons a year later, was thought satisfactory by the Television Council, except in one particular: the definition of educational programmes could be interpreted in such a way as to exclude certain types of programming produced by university extension departments. On the Council's recommendation, the Chairman of the Committee of Presidents wrote to the Secretary of State in

April 1969 asking for an assurance that the definition would not exclude educational programmes produced by departments of extension. The Secretary of State in reply said that the point raised would be considered most seriously.

The Federal Broadcasting Agency will provide physical and technical facilities for educational broadcasting while programming, in Ontario, will be the responsibility of an Educational Communications Authority to be established by the Provincial Government. It is expected that the governing board of the Authority will include a university representative, possibly a member of the Television Council. The Council has been working closely with the Educational Television Branch of the Ontario Department of Education and will cooperate with the new Authority when established in the production of university-level educational programmes for broadcast.

The informational function of the Television Council is performed through its small central office, set up in 1967 in Scarborough College of the University of Toronto and now located at 214 Merton Street, Toronto. The office is in the process of building up a library of publications in the field of educational communications. From these publications, and from the 25 periodicals to which the office subscribes, extracts are made and distributed to Ontario universities. Members of the Council are notified of forthcoming courses and conferences in the field that they may wish to attend, and reports of conferences are obtained and circulated. Another service now being provided by the office is the handling of films. Two films, "The Life and Times of Bertrand Russell" and "Culloden," were bought on behalf of a number of interested universities, and a group of political science and history departments are considering the cooperative purchase of "100 Years of Marxism." The Television Council bears the cost of handling, storing and insuring the films.

Consideration is being given to the creation under the auspices of the Association of Universities and Colleges of Canada of an office to provide all universities in Canada with an information service on the new learning media. A national office would provide many of the informational and advisory services now afforded Ontario universities by the Television Council office. If it is decided to set up a national office, it may well be desirable to merge the Ontario office with it to avoid duplication. Whether or not the Television Council office remains in being as a separate entity, the Council itself will continue to have an important role, especially in the area of programming which is recognized as a provincial responsibility.

TEACHING THE TEACHERS

A decisive step towards implementing the recommendations of the MacLeod Report[3] came with the announcement on March 14, 1969, by the Minister of Education and the Chairman of the Committee of Presidents that agreement had been reached on general guidelines for the integration of teachers' colleges into universities. The guidelines announce the universities' adherence to the principle enunciated in the MacLeod Report that all teachers in the province should eventually have a university degree as well as receive the best professional training available.

Agreement on principles governing the integration of teachers' colleges into universities was the culmination of deliberations that began in September 1967. Guidelines were drafted by members of the Presidents' Subcommittee on Teacher Education and presented to the Department of Education in February 1968. Meetings were held with representatives of the Department but these failed to resolve all the points of difference between the two parties. In the fall a special negotiating team under Dr. John J. Deutsch, Principal of Queen's University, was set up to iron out these differences. The negotiating team also held discussions with the Ontario Confederation of University Faculty Associations which had expressed reservations about some of the positions taken both by the Committee of Presidents and by the Department. The main points of the guidelines finally worked out are outlined in the following paragraphs.

Land, buildings and facilities of an existing teachers' college adjacent to a university will be transferred to the university, and the planning and construction of new buildings for teacher education will be undertaken by the university in the same way as for other university buildings. Operating costs for a teacher-education facility will eventually be paid through the operating grants formula; initially, however, the full amount of capital and operating funds for teacher education will be paid by the Government of Ontario through the Department of University Affairs until the universities have had some experience of operating a teacher-education facility.

Each agreement for the integration of a teachers' college into a university will provide for an advisory committee comprising persons named by the Minister and by the university, and by any other bodies that may be specified by the agreement. The committee will advise the senate or

[3]*Report of the Minister's Committee on the Training of Elementary School Teachers* (Toronto: Ontario Department of Education, 1966).

other appropriate body in the university on the operation of the teacher-education facility, for example on staffing policy and curriculum.

The university will be free to admit to the teacher-education programme any students who fulfil its normal academic admission requirements. Universities will establish their own programmes of teacher education at both the elementary and secondary levels, subject to the usual procedures for approval of new programmes, and will grant degrees and diplomas to successful students. The Minister of Education will retain the right to grant Ontario teaching certificates and to prescribe the conditions to be fulfilled by graduates of a teacher-education programme intending to practise their profession in Ontario.

The guidelines on integration make no attempt to prescribe a uniform organizational structure for the teacher-education facility throughout the province. The question whether there will be a college or faculty of education, or some other structure, is left to each university to decide, in consultation with the Department of Education.

All entirely new appointments to the staff of a teacher-education facility in a university will be made in accordance with procedures in effect at the university concerned; however, the initial appointment of the head of the facility will be made in consultation with the Department of Education. All existing members of the teaching staff of a teachers' college following integration will be continued in employment by the university for a minimum period of four years, and provision will be made to protect their salary and pension rights. At the end of this period, if a former member of the staff of a teachers' college is not continued on the university faculty, the Department of Education will use its good offices to attempt to secure other employment for him. Members of the teaching staff of a teachers' college integrated into a university will be encouraged to take study leave to enhance their academic qualifications, and the Department will make an agreed contribution to provide financial assistance for staff to whom study leave is granted.

It is now open to any university in Ontario to enter into negotiations with the Department of Education with a view to assuming responsibility for a teachers' college. Two universities, Lakehead and Ottawa, have concluded agreements with the Department and have enrolled their first students in the integrated facility. A number of other universities are currently involved in negotiations with the Department which are expected to lead to integration agreements for implementation in 1970.

After the guidelines were announced, the Subcommittee on Teacher Education and the special negotiating team were discharged with appreciation.

In April 1969 the attention of the Committee of Presidents was drawn to the agreements between the University of Toronto, the University of Western Ontario and Queen's University on the one hand and the Department of Education on the other governing the colleges of education which are responsible for the training of secondary-school teachers. These agreements are older and in some respects more restrictive than the recently approved guidelines relating to the teachers' colleges. The Committee of Presidents therefore decided in April 1969 to establish a special subcommittee to review the agreements relating to the colleges of education and make recommendations for amendments designed to bring these agreements into conformity with the guidelines on the integration of teachers' colleges into universities. The chairman of the special subcommittee is Rev. N. J. Ruth, Dean of Arts and Science at the University of Windsor; the other members are a dean of arts and science, a dean of a college of education and an academic. The first meeting of the subcommittee was held in September 1969.

COOPERATIVE COMPUTING

The direction in which Ontario universities had been moving in the field of computer services changed radically during the past year from that reported in *Collective Autonomy*[4]. The Joint Ad-Hoc Subcommittee on Regional Computing Centres, established by the Committee of Presidents and the Committee on University Affairs in June 1968 to study and advise on questions relating to the establishment of a regional computing centre for the province, in February 1969 presented a preliminary report based on the studies undertaken by a consultant to the Subcommittee and on the findings of the Subcommittee itself. The preliminary report recommended as one solution that a regional computing centre be established in Toronto with a large-sized computer, operated and managed as a cooperative by the universities, to offer service to all provincially assisted universities and possibly to other educational institutions. This preliminary report was widely circulated in the university community and hearings were held in Ottawa, London and Toronto at which users of university computing services were invited to present briefs and comments on the report. After the hearings, the Subcommittee submitted a final report and recommendations to the Committee of Presidents and to the Committee on University Affairs.

[4]*Collective Autonomy: Second Annual Review, 1967-68* (Toronto: Committee of Presidents of Universities of Ontario, 1968), pp. 23-26.

In its final report the Joint Subcommittee stated that the hearings had shown that the universities considered a regional computing centre using a machine of the size recommended in the preliminary report to be inadequate for present needs and certainly for future requirements. The Subcommittee acknowledged the rapid pace of development in computer technology and the growing number of ways in which Ontario universities might acquire computing services. It noted that the aggregated purchasing power of the universities could lead to the realization of substantial economies of scale in the purchasing of computer services and several alternatives to the establishment of a dedicated regional computing centre owned or leased by the universities were opened up for further investigation. Among these alternatives were the purchase of computing time from a single large commercial source or of computing in different modes from various commercial sources, and the introduction of time-sharing arrangements among several or all universities.

Acting on the recommendations in the final report of the Joint Subcommittee, as modified by the Committee of Presidents and accepted by the Committee on University Affairs, the Government in June 1969 endorsed the establishment by CPUO of a full-time Computer Coordination Group which would enable the universities to take advantage of economies of scale through the aggregation of their purchasing power for computing, and to explore modes of computing appropriate to their needs. The Computer Coordination Group would also act as a clearinghouse of information relating to computer technology.

The Committee of Presidents will serve as the board of management of the Computer Coordination Group responsible for policy and budget; the Presidents' Subcommittee on Computer Services will serve as a technical committee to assist the Computer Coordination Group in the pursuit of its major objectives. The Executive Vice-Chairman has set up a non-technical Management Advisory Committee on Computer Coordination to advise him with respect to day-to-day operating decisions, and to assist him in framing policy recommendations to the Committee of Presidents.

The task of carrying forward the work of the Computer Coordination Group will rest with the Director, Mr. M. P. Brown, who took up his duties in September. He will concentrate initially on preparing a guideline statement on directions for the work of the Computer Coordination Group, an assessment of several projects proposed by individual universities, and the preparation of a budget for 1969-70 for approval by the Committee of Presidents.

Of the fund of $5.2 million earmarked by the Government for the provision of university computing facilities in 1969-70, to be distributed to the universities in proportion to the operating grants received by them from the Province, the universities have agreed to commit up to $2 per basic income unit to support the work of the Computer Coordination Group. Earmarked funds for university computing will end after the present year and all future funds for such services will become part of the normal operating grants paid to the universities. The Computer Coordination Group must therefore demonstrate to the universities that they can achieve more by combining their purchasing power than by attempting to satisfy all their computing needs in isolation.

A PLAN FOR ENGINEERING

The need for new facilities for engineering requested by Ontario universities was questioned by the Committee on University Affairs in June 1968, and approvals were held up pending further justification. Financing of the various projects was later approved but the Committee of Presidents asked the Committee of Ontario Deans of Engineering to undertake a comprehensive review and analysis of the universities' plans in engineering to 1976.

In November 1968 the Committee of Presidents approved the plan for organizing the study proposed by the Deans of Engineering. To lend the highest degree of credibility to its findings, the study is to be undertaken by a director eminent in the field who is not connected with an Ontario engineering school. Dr. P. A. Lapp, formerly a senior executive officer in a Canadian aerospace products company, was appointed director effective October 1, 1969.

The director of the study will be assisted by a task force composed of the chairmen of three resource committees: facilities and costs; educational programmes; and society, industry and government. The task specifications for the planning study call for an examination of the system of engineering education as it now exists in Ontario and the development of recommendations for the evolution of a pattern of engineering education related to the character and needs of the province and the country. It is expected that the study will provide analyses of the costs and benefits of sharing facilities and dividing responsibility for various aspects of engineering education.

Financing of the study will be undertaken by the universities in proportion to the operating grants received by them from the Department of University Affairs. Once the study is under way, efforts will be made

to obtain financial support from a private foundation interested in promoting forward planning in professional education.

It is hoped that the benefits of a successful study of engineering education will extend beyond the particular field since the experience gained from this study may point the way to the development of a model on which planning studies of other disciplines may be based.

3. Balancing the Books

CHANGE OF FORMULA

The operating grants formula, introduced in the fall of 1967, has worked so well that it would be difficult to contemplate a return to the previous practice whereby the Government's grants to universities were based on a detailed scrutiny of their budgets. Under the formula each category of student has been assigned a weight ranging from one for first-year undergraduate arts and science to six for advanced Ph.D. work. Each university's weighted enrolment at December 1 is multiplied by the value of a "basic income unit" as determined each year by the Government, and the university's grant is calculated by subtracting standard fees from the product.

In the absence of detailed cost studies, the weights under the formula were based on the best information available concerning the cost of educating the various categories of students. The first-year undergraduate in arts and science was taken as the base and assigned a weight of one, and the cost of educating other categories of students was related to the base. Thus, a weight of three for a medical student meant that it was estimated that it cost three times as much to educate a medical student as a first-year arts or science undergraduate. It was intended from the beginning that the weights should be reviewed when more accurate cost data were available. It was also realized that the weights would have to be reviewed periodically because relative costs would not necessarily remain constant.

By the spring of 1968 it had become apparent that the cost of medical education had been rising much more rapidly than that of other courses and that the weights for medical students under the formula were significantly out of line. Ideally, a comprehensive review of formula weights should have been undertaken before any changes were made. But, in view of the urgent need to provide additional funds for medical education, the Government set up a committee comprising representatives drawn from the universities, the Committee on University Affairs, the

Ontario Department of Health and the Ontario Hospital Services Commission to advise whether the weight of the medical student should be increased or whether medical education should receive added support in some other way. In the fall of 1968 the committee recommended that the weights for students in the health sciences should be increased substantially. The Government accepted this recommendation and put it into effect for operating grants in 1969-70.

The Government's decision was received by the Committee of Presidents without enthusiasm. It was assumed that the total sum to be paid in operating grants was relatively fixed, and that the higher weights for the health sciences did not represent a net increase in the resources available to the universities. Universities with medical schools had been obliged to divert resources from other programmes to meet the rapidly rising costs of medical education, so the effect on these universities of the increased weights was largely to formalize the existing pattern of resource allocation. On the assumption that total grants were not significantly affected by the new weights, the consequence for the system was to divert resources away from universities without programmes in the health sciences.

In 1967 the Government had proposed that graduate students be counted three times a year for grant purposes. Since the effect of this would be that a university would forfeit one-third of the formula grant in respect of any graduate student not in residence during the summer, the Committee of Presidents asked the Government not to implement the semester-by-semester count of graduate students pending study and discussion of its implications. Implementation was suspended accordingly in 1967-68 and 1968-69. The Ontario Council on Graduate Studies and the Presidents' Subcommittee on Operating Grants carried out the necessary studies, and held discussions with representatives of the Committee on University Affairs at which alternative policies were proposed.

The Committee of Presidents and its subgroups pointed out that it was known at the time the formula weights were adopted that many graduate students, particularly in the humanities and social sciences, would not necessarily remain on campus during the summer receiving formal instruction, though they would usually be doing work related to their courses. The weights assigned were therefore meant to reflect the cost of educating graduate students in accordance with this pattern. To withhold grants in respect of such students, the university spokesmen argued, would be tantamount to a change in the weights for graduate students under the formula and a change from the criterion of cost to one of

pattern of use. The representations of the Committee of Presidents were in vain and the semester-by-semester count of graduate students was put into effect in the fall of 1969. This would have resulted in a loss in income to the universities estimated at $6 million in 1969-70 but the shortfall will be considerably mitigated by the adoption of the concept of a minimum entitlement for graduate students. This concept was adopted by the Government on the recommendation of the joint Sub-committee on Finance which comprises three members of the Committee on University Affairs and three representatives of the Committee of Presidents. As an illustration of the "minimum entitlement" concept, if a student completes a graduate course after two semesters, the university will receive the grant equivalent to the entitlement for three semesters under the trimester count.

The level of the basic income unit for 1969-70 was set by the Government at $1,530, an increase of some 5.5% over the $1,450 figure for the previous year. The Committee of Presidents, which analyzes the likely cost of operation of the universities in the coming year and makes an annual presentation to the Committee on University Affairs, had asked for an increase of 11% in the value of the unit. The 5.5% increase given was not enough to compensate for the steep rise in the cost of goods and services — officially calculated at 5.1% in the twelve-month period ended August 1969 — and to allow the universities to go part of the way towards meeting faculty demands for increased salaries. The Ontario Confederation of University Faculty Associations had made a strong plea for an 18% average increase in faculty salaries to offset inflation, to share in the general rise in productivity and to bring salaries for Ontario university faculty more into line with teachers' salaries in other types of educational institution in Ontario and in universities in other jurisdictions. While it was not possible to give an increase of the magnitude requested, most universities felt they could not give less than 10%.

Universities were asked to indicate the effects on their operating budgets of the 5.5% increase in the value of the basic income unit. Three universities reported that they had budgeted for a deficit. Some stated that new programmes had been cut back or postponed. Renovation and maintenance of physical plant and replacement of furniture and equipment were casualties at most universities, as was the purchase of library books. There was a general increase in the size of classes. Dr. D. T. Wright, Chairman of the Committee on University Affairs, has expressed the view that curtailment of new programmes and an increase in average class size are not necessarily to be deplored. He

says that the number of new programmes offered by Ontario universities has been growing at a faster rate than the increase in enrolment and he counsels a period of consolidation in which efforts should be made to fill empty places in established courses. At Dr. Wright's request the Committee of Presidents will document adverse effects on quality caused by financial constraints.

Faculty salaries average about 40% of the operating budget of the universities. This is such a sizable component of operating expenses that it is not realistic to set the value of the basic income unit without regard to trends in levels of faculty salaries. Dr. Wright therefore proposed that the Committee on University Affairs, the Committee of Presidents and the Ontario Confederation of University Faculty Associations should jointly sponsor an independent study of faculty salaries and other compensation, with comparative analyses of information of this kind in respect of representative occupation groups that are reasonably closely related to university teaching. This proposal has been accepted in principle by the three groups concerned, and arrangements for launching the study are now under way.

The joint Subcommittee on Finance provides a useful forum for the discussion of procedural questions arising out of the working of the formula, and it affords an opportunity for preliminary exploration of substantive questions. An important matter now under discussion in the joint Subcommittee is the implications for the formula of the trend in Ontario towards broadly similar courses for students in both honours and general programmes in the first three years. The formula weights for honours students in the second and third years are higher than those for general students, and the joint Subcommittee is considering whether continued differentiation in weights is justified.

When Mr. B. L. Hansen accepted the post of Director of Research in the Secretariat of the Committee of Presidents, he relinquished the chairmanship of the Subcommittee on Operating Grants. The new Chairman of the Subcommittee is Professor Bernard Etkin, Chairman of the Division of Engineering Science in the University of Toronto.

CAPITAL FORMULA AHEAD

Pending the development of a long-term formula for distribution of capital grants to universities, the Government adopted an interim formula for capital allocation in 1969-70.

Prior to 1968 capital grants were approved on the basis of project-by-project scrutiny by the University Affairs Department. In 1968-69

the Committee on University Affairs considered the overall construction plans of the universities and assigned priorities among the various projects to ensure that spending in that year would not exceed the total appropriation for capital grants, $125 million. The interim formula to be used in 1969-70 came at a time of severe restrictions on capital outlays imposed by the Provincial Government. Indeed, the Government had at first decided that provision would be made only for continuation of university capital projects already approved; later, on the advice of the Committee on University Affairs, approval was given for $20 million worth of new starts. The interim formula was thus merely an instrument for the distribution of scarcity.

The interim capital formula is based on a space standard of 130 net assignable square feet per eligible full-time student and a cost standard of $55 per square foot of additional space required. Like the operating grants formula, the interim capital formula uses the concept of weighted enrolment but the categories are different and the spread of weights narrower—from one to four for the capital formula as against one to six for the operating. Available funds were allocated first for continuation of projects already under way and for essential site services, and the remainder was earmarked for universities judged to need additional space in 1971-72. Seven of the fourteen universities received allocations for new starts in 1969-70.

Actual allocations were in every case well below the amounts the universities considered adequate. While cautioning that shortage of capital funds would adversely affect the universities' capacity to provide facilities for increased enrolments in the years ahead, the Committee of Presidents recognized that the Province was faced with an acute shortage of capital funds. The Presidents' concerns were therefore directed not so much to the total sum made available to the universities for capital projects in 1969-70 as to the method of allocation. They warned that the interim capital formula contained a number of anomalies for which compensating adjustments would have to be made in subsequent years; in particular they considered the space standard of 130 square feet seriously inadequate.

The Committee of Presidents has sought assurances from the Committee on University Affairs that the long-term capital formula will not perpetuate the deficiencies of the interim formula. Dr. Wright has stated that he believes it important to develop space standards that will be as realistic and as credible as possible and at the same time devise a means of prorating shortfalls if the total amount available in

a given year for capital grants is not enough to meet the needs indicated by use of the formula.

The studies on which the long-term capital formula will be based are approaching completion. Consultants have collected information on space utilization at the universities, and have made comparative analyses of capital allocation practices in other jurisdictions. Data on space utilization are being checked by the universities to which they relate and by the Presidents' Subcommittee on Capital Financing in an effort to ensure accuracy. The final report of the consultants, which was expected to be ready by the fall of 1969, will be considered by the joint Capital Studies Committee comprising three persons appointed by the Committee on University Affairs and three named by the Committee of Presidents. At the same time, the report will be forwarded to the Committee of Presidents.

It will not be possible to develop a final formula for the allocation of capital grants in 1970-71. A revised and more sophisticated version of the interim formula will therefore be used, taking into account such factors as emergence, trimester and part-time students, and incorporating modifications to the weighting scheme.

While it is hoped that a capital formula will ensure equitable distribution of whatever funds may be available, it will not guarantee any particular level of overall support. Interest will therefore focus on developments in building technology which will cut costs without sacrificing quality. At Dr. Wright's suggestion, it was arranged that the Committee of Presidents and the Committee on University Affairs would, in the course of their joint meeting in October 1969, receive a presentation on the Study of Educational Facilities (SEF) inaugurated in Toronto by the Metropolitan Toronto School Board, the Ontario Department of Education, and the Ford Foundation's Educational Facilities Laboratory of New York. SEF has as its objective the development of an open building system designed to give high quality, speed of construction, flexibility, long life, lower costs and freedom of design. It is estimated that SEF can yield an 11% reduction in costs and provide at least a 25% increase in quality. While the package developed by SEF may not be wholly applicable to the universities, it is hoped that the basic principles can be adapted to their needs. A four-man task group representing the Committee on University Affairs, the Department of University Affairs and the Committee of Presidents was set up to explore possible applications of the SEF system to university building projects, including student housing.

EMERGENCE OR EMERGENCY?

Events during the year raised doubts about the eventual viability of the emergent universities if they continue along the path of development at present envisaged for them.

When the formula system for operating grants was introduced, supplementary grants were paid to the new universities and colleges in recognition of the special needs occasioned by high start-up costs and the diseconomies of small-scale operation. It was understood that this would be a temporary measure and that at some point these institutions would have to live on formula grants alone. A special subcommittee set up by the Committee of Presidents recommended that the point of emergence should be expressed in terms of size: when the institution reached a certain size in weighted enrolment, it could support itself on formula grant. The Government, however, decided to adopt a time scale based on the universities' estimates of enrolment growth: the supplementary grants would be reduced by a stated percentage year by year until at a certain point in time they ended altogether, regardless of the size of the institution at that point. Representations by the Committee of Presidents and by the emergent institutions resulted in agreement that the reductions in the supplementary grants would be more gradual than originally proposed.

The rationale for the adoption of time rather than size as the criterion for emergence is that this gives the emergent universities an incentive to increase their enrolments as quickly as possible so as to achieve viable size by the time the supplementary grants come to an end. However, when capital grants for 1969-70 under the interim capital formula were announced, the emergent universities considered that their allocations were inadequate to enable them to build the physical facilities needed to accommodate the increased enrolment that would earn enough operating income to allow them to live on formula grants alone. These institutions thus find themselves in a dilemma from which there seems to be no escape.

Complicating the dilemma of the emergent universities is the reluctance of the Government to see them expand quickly into graduate and professional education, both of which have high weights under the operating grants formula and earn greater income than undergraduate arts and science. Early in 1968 the Committee on University Affairs had recommended that graduate work in emergent universities should be confined in the period of emergence to master's programmes in specified areas which had been approved under the appraisal proce-

dure. As well, requests by emergent universities for special grants to undertake work in a few professional fields had met with little sympathy from the Government.

If, as was the intention, the differing weights under the formula reflected the actual costs of the programmes to which they relate, the argument that graduate and professional courses are needed to enable an institution to live on formula grants would have little validity. However, there is growing doubt whether present formula weights do in fact reflect costs accurately. Recent analyses have raised the question whether an institution predominantly devoted to undergraduate arts and science can, with the present formula weights, become viable at any size. More study is needed to determine whether this pessimistic hypothesis is justified.

While expansion into graduate and professional studies has been discussed above in purely monetary terms, the emergent universities maintain that their concerns in this area are not primarily financial. They point to the traditional concept of a university as an institution with a strong core of undergraduate arts and science, but rounded out with graduate and professional offerings in at least a selected number of fields. Of importance also, especially to the two universities in Northern Ontario, is their desire to serve the geographical regions in which they are located by educating local students who will make their contribution in the region after graduation, and by offering courses of particular relevance to the activities of the region.

Beset by so many problems peculiar to themselves, the emergent universities in February 1969 asked the Committee of Presidents to sponsor a study of all aspects of the phenomenon of emergence. The Committee agreed that its Subcommittee on Research and Planning should consult with representatives of the emergent universities and prepare a study paper on the role of these institutions for later discussion by the Committee of Presidents. This task is now under way. At the same time, representatives of the emergent institutions are cooperating with the Research Division of the Committee of Presidents' Secretariat in the collection and analysis of data documenting their financial plight.

4. The University is About People

CANADIANISM VERSUS INTERNATIONALISM

Much publicity has been given recently to the numbers of non-Canadian graduate students and faculty at universities in Canada. It has been said that, in Ontario, public funds are being used to support large numbers of graduate students who will leave Canada after completing their studies. With respect to faculty, it has been charged that the number of non-Canadians teaching at Canadian universities represents a threat to Canadian content in higher education, and to the career prospects of Canadians seeking to enter the academic profession in this country.

The attention of the Committee of Presidents was first drawn to the question of numbers of non-Canadian graduate students studying at Ontario universities when, in the fall of 1968, the Chairman of the Committee on University Affairs suggested that a quota should be placed on the number of these students admitted to graduate programmes in Ontario; at that time the presidents asked that no action be taken towards imposing quotas until the matter had been studied. The Ontario Council on Graduate Studies undertook a survey of non-Canadians registered in graduate programmes at Ontario universities and a final report of the results of this survey was made in the spring of 1969. The survey showed that 66% of all graduate students in the province were Canadian citizens, some 13% were landed immigrants, and the rest were of other nationalities and were in Canada on student visas. A breakdown of the numbers on student visas showed that 4.4% of all graduate students were from the United States, just over 4% from Europe, and about 10% from Asia, Africa, and the West Indies.

There was general agreement that the data revealed by the survey were not very meaningful unless they could be related to the numbers of non-Canadians who settled in Canada after completing their education. Foreign students who remained in Canada would make a contribution to Canadian society and, in the view of many of those con-

cerned, this would justify the public investment in their education. It was therefore agreed that no action would be recommended to the Ontario Government by the Committee on University Affairs to set quotas for non-Canadian graduate enrolment until a study had been made of the destinations of these graduate students, especially landed immigrants, after they had taken their degrees. The Council on Graduate Studies, with the assistance of the Research Division of the Committee of Presidents' Secretariat, is undertaking the necessary follow-up studies.

There is a body of opinion within the universities which maintains that, as Canada's richest province, Ontario has a moral obligation to assist persons from developing countries to obtain a graduate education which they would use for the benefit of their home countries. Adherents of this view would say that arguments for not imposing quotas would be even stronger if it were found that students from developing countries returned home after graduation than if it were established that they remained in Canada. The point of view has also been expressed that Ontario should welcome graduate students from industrialized countries in order to redress the balance from an earlier situation in which a high proportion of Canadians had to go abroad for graduate studies.

Debate about numbers of foreign faculty in Canadian universities was prompted by the findings of a survey conducted by two professors. The professors said they found evidence of a recent sharp increase in the proportion of non-Canadians being appointed to the faculty of Canadian universities and called for the imposition of a quota for non-Canadians. Later, one of the two professors published a document purporting to show that at one Ontario university some social-science departments had a preponderance of non-Canadian faculty, mainly Americans.

Suggestions that quotas should be imposed for non-Canadian faculty have been rejected by the Committee of Presidents on the ground that scholarship is universal and that citizenship is not a meaningful criterion. However, there is general agreement that the extent of the problem should be investigated systematically. The Dominion Bureau of Statistics in its annual fall survey of salaries and qualifications of teachers in universities and colleges in Canada will collect additional items of information such as citizenship, place of first degree and place of highest degree. Data relating to Ontario universities will be made available to the Secretariat for analysis.

One of the fears expressed in connection with the question of non-Canadian faculty is that qualified Canadians are being by-passed in the hiring procedures of the universities. To guard against this danger it

has been proposed that there should be wider advertising of academic openings in Canadian universities. The Association of Universities and Colleges of Canada had early in 1968 decided to publish advertisements of academic vacancies in a supplement to its monthly publication *University Affairs* and this periodical now carries such advertising in each issue. A recent survey showed an increase in the number of vacancies being advertised through this medium. The Presidents in September 1969 issued a statement announcing their intention to recommend to the appropriate bodies in their universities that the practice of advertising academic vacancies should be made universal.

Universities in Canada suffered in the past from a shortage of qualified faculty in certain areas. This situation is now well on the way to redressing itself in Ontario, thanks to a rapid expansion in facilities for graduate studies. Since the graduate school is the source of qualified faculty, the demands for limitations on the numbers both of graduate students and of faculty from abroad may be mutually contradictory. It has been argued that it might be better to accept non-Canadian graduate students and educate them here as potential faculty members for Ontario universities, rather than limit the number of such students and be forced to fill gaps in faculty positions by importing qualified professors from abroad.

A WIDER ROLE FOR FACULTY AND STUDENTS

Since the publication of the Duff/Berdahl Report[1] in 1966, there has been a movement towards strengthening the role of faculty in the governance of Ontario universities. Academic decision-making has been centred increasingly in the senate, where the faculty are usually in the majority, and provision has been made in many cases for faculty representation on the board of governors, which has special responsibility for financial management and physical planning.

More recently, there has also grown up a trend towards greater student involvement in the affairs of the university. A survey conducted recently by the Committee of Presidents showed that at a majority of Ontario universities students have membership on senates and senate committees, on faculty councils or boards and on departmental committees. Student involvement is least on the board of governors or board of trustees, although one university has a student member on its

[1]James Duff and Robert O. Berdahl, *University Government in Canada: Report of the Commission Sponsored by the Canadian Association of University Teachers and the Association of Universities and Colleges of Canada* (Toronto, 1966).

board of governors and several others invite student representatives to speak on issues of concern or else permit student observers to attend meetings of the board.

Along with greater involvement for faculty in the governing structures of the individual universities, there has been recognition of the contribution the faculty can make to the collectivity. Since September 1967, presidents attending meetings of the Committee of Presidents have been accompanied by an academic colleague usually chosen by the senate of the university. In the first year of experimenting with this arrangement, academic colleagues attended about half the meetings. In the year under review, they attended all meetings. Under the provisions of the proposed Council of Universities of Ontario, this arrangement would be formalized and academic colleagues would be given full voting privileges; in addition, each university would be able to appoint an academic member to serve on each of the four programme committees of the proposed Council organization.

Provision for student representation in the collectivity has not been overlooked. The Council proposal provides that the senior academic body of a university may if it so wishes elect a student to accompany the president to meetings of the Council. A student may also be chosen to serve as one of the university's representatives on a programme committee. Some universities, in responding to the proposal to create a Council of Universities, have suggested that, in addition to the president, each university should elect two representatives to the Council, one of whom could be a student.

There has been discussion recently about the role of faculty associations in relation to university governing structures. Traditionally, the main concerns of faculty associations have been salaries, tenure and conditions of service of the academic staff of the universities. The current discussions have shown there are at least two views on the proper function of faculty associations in university government. One view, the traditional one, is that these associations should remain outside the corporate structure of the university and should serve in the role of ombudsman protecting the interests of their members, being particularly concerned to see that academic freedom is maintained. The other is that the faculty association should be brought into the university governing structure as the body responsible for conducting senate elections and for recommending administrators for appointment.

Debate on the role of the faculty association vis-à-vis the university governing structure has been extended to the province-wide plane. At a meeting in September 1969 of the Committee of Presidents and the

Ontario Confederation of University Faculty Associations, the present and future relations of the two organizations were considered. The Confederation is concerned that it has no direct access to the Committee on University Affairs to present its viewpoint on faculty salaries and other related matters and must work through the Committee of Presidents. It seems doubtful, however, whether the Confederation's responsibility for representing the interests of faculty with respect to salary and other conditions of employment would be compatible with participation in decisions required of the universities' collective organization to make trade-offs between various components of university expense in times of financial constraint.

Though the interests of the Committee of Presidents and the Confederation of Faculty Associations are likely to diverge at a number of points, there are opportunities for cooperative effort. One example, to which reference was made in the previous chapter, is the study of faculty salaries under joint sponsorship of the Committee on University Affairs, the Committee of Presidents and the Ontario Confederation of University Faculty Associations. Another cooperative undertaking, which arose from a meeting of the Committee of Presidents and the Ontario Confederation of University Faculty Associations held in June 1968, is a study of the feasibility of a common Ontario universities' pension plan. A joint committee, comprising three representatives from each of the two groups under the chairmanship of Mr. A. Rankin, Executive Vice-President (Non-Academic) of the University of Toronto, is responsible for conducting this study.

At the joint meeting with the Faculty Associations in September 1969 a small ad-hoc committee, comprising the Chairman and the Executive Vice-Chairman of each of the two organizations, was set up to consider and propose terms of reference and membership of any joint committees that might be proposed to study matters of common concern, and ways of sharing resources if joint studies are undertaken. Three areas of concern in particular have been assigned to the ad-hoc committee: the salary portion of the universities' annual submission to the Committee on University Affairs on operating grant requirements; the problem of possible disruption of essential university functions by university members; and appointments, promotions and tenure procedures.

FINANCING THE STUDENT

Provincial programmes of student aid will continue substantially unchanged in 1969-70. The amount appropriated for grants to students

under the Ontario Student Awards Program is $31.5 million, up some 25% from the previous year. The number of awards under the Ontario Graduate Fellowship Program will remain the same and the increase in funds made available will be used to pay higher summer stipends.

The Student Awards Program, intended primarily for undergraduates, pays the first $150 in the form of a loan, the next $750 in the proportions of 60% loan and 40% grant, and any amount beyond $900 in the form of a non-repayable grant. The loan portion of the award is provided under the Canada Student Loans Plan. The grant portion is paid from provincial sources.

Some changes have been made in the Student Awards Program in 1969-70. Students applying for assistance will no longer be classified as dependent or independent but as Group A or Group B. If a student's family is assessed as being in a position to provide assistance, he will normally be placed in Group A. Conditions which last year qualified a student to be considered independent, and which this year will place him in Group B, include the following: if he is married before the start of the academic year; if he is 21 years old and can provide a declaration of financial independence signed by his parent or guardian. There have been some changes. In 1968-69 the student was considered independent if he had successfully completed four years of post-secondary education; now, to qualify for inclusion in Group B, he must in addition provide a declaration of financial independence. All students over 25 years of age will be included in Group B. Married students without children will now be assessed as single students where both husband and wife are students. For 1969-70, students who are married or over 21 years of age will be allowed the costs of medical and hospital insurance premiums at rates payable under the provincial plans.

Students are expected to make a contribution to the cost of their own education through savings from summer earnings. This year, however, if a student could not obtain summer employment, and can furnish evidence of having made a genuine attempt to do so, his application for assistance can be reviewed. To expedite awards and the review process, student awards officers on each campus have been authorized to render a decision on students' submissions. An expanded provincial review board, which will include university student awards officers, has been set up to review special cases.

It is expected that the number of undergraduates applying for assistance will increase this year. Because the cost of the Student Awards Program has been rising sharply each year, some support has been expressed for the view that academic criteria should be reintroduced

into the awards process. This would mean reverting to a programme based on student achievement rather than on strict need. There is a body of opinion which holds that the benefits of higher education to an individual are sufficient to require him to make a larger contribution to the cost of his education than at present. In line with this view, it has been suggested that an educational opportunity bank should be created for the purpose of providing low-cost loans to assist individuals in paying the cost of their own higher education. While conceding the need to place some control on the cost of the Student Awards Program in conditions of financial stringency, the Committee of Presidents believes that programmes of student support should continue to assist persons who demonstrate need, and that as the economic climate of the province improves such programmes should be further strengthened.

The Ontario Committee on Student Awards, which advises the Minister of University Affairs in this area, is undertaking a comprehensive review of all student grant, loan and fellowship programmes in the province. The Committee of Presidents has asked its Subcommittee on Student Aid to conduct a searching examination of the Ontario Student Awards Program with a view to cooperating with the Minister's Committee in its task.

The Ontario Graduate Fellowship Program from its inception in 1962 has been intended as a means of attracting persons into the profession of university teaching. While its prime aim is to afford support to graduate students in the humanities and social sciences, there is a limited quota for students in the pure sciences and mathematics who have declared an interest in university teaching. In 1968-69 law, library science, and applied science and engineering were added to the list of eligible disciplines. For 1969-70 the total number of Ontario Graduate Fellowship awards will be the same as for last year. The Government has accepted a recommendation made by the Ontario Council on Graduate Studies and approved by the Committee of Presidents that the Fellowship stipend for the summer session be increased to half the value of the stipend for the winter session. The value of the awards for 1969-70 will be $1,500 for the winter session and $750 for the summer session.

In September 1967 the Committee of Presidents recommended that the universities be permitted to use formula income to make discretionary awards to graduate students in cases where the students could not qualify under the Ontario Graduate Fellowship Program, or to supplement regular awards. This recommendation was not accepted by the Government. A modified proposal put forward in June 1969 was also

turned down. The universities base their proposal for making discretionary awards to graduate students out of formula income on two grounds. First, they believe that such awards would be in keeping with their understanding that the intent of the operating grants formula was that it should serve as a device to channel public support to the universities without specific restrictions on the purposes to which the universities could apply such funds. Second, it is necessary to attract the best graduate students to Ontario universities, and to make provision for post-doctoral fellowships which are not covered by the Government Program. Offering scholarships to graduate students from non-formula income does not provide a solution since the non-formula resources available to many of the universities are very limited. Other expedients such as paying students for teaching and other services rendered to the university on the basis of financial need rather than of the value of the service rendered, or permitting students to interrupt their studies in order to earn a living, are viewed as being clumsy, potentially inequitable and academically undesirable.

There is general agreement that the Graduate Fellowship Program has contributed significantly to the healthy expansion of graduate studies in Ontario. Indeed, there are some who believe that it has now served its purpose and should no longer be retained in its original form. One suggestion put forward is that the awards under the Program should be increased in value and made highly competitive. Another is that the Program should be merged with the Student Awards Program. A third is that it should be abolished and the funds turned over to the universities for them to administer their own graduate awards programmes. On the other hand, there is a strongly held view that graduate students in the humanities and social sciences are still in need of special support and that, whatever changes may be made in the Graduate Fellowship Program, earmarked support to these fields should continue to be given.

The Ontario Council on Graduate Studies is undertaking a full study of the operation of the Graduate Fellowship Program to date with a view to determining whether any changes should be recommended in its objectives, method of operation, scale, and relation to other programmes. It is hoped that this study will be of assistance to the Ontario Committee on Student Awards in regard to the graduate fellowship aspect of its current review of student aid.

A PLACE TO LIVE

Universities have traditionally regarded it as part of their responsibility to provide residences for at least some of their students. This

policy is based partly on the practical consideration that there is often a shortage of private accommodation in the community, but even more on the belief that residence life is an important part of the educational experience.

To assist the universities in the construction of student residences, the Government of Ontario in 1966 established the Ontario Student Housing Corporation which builds or acquires residences and leases them back to the universities for a fifty-year period. The full cost of the mortgage is met by the universities out of charges to students. Residences have been built by the Student Housing Corporation at a comparatively low cost per bed, and yet the residence fees that must be charged to students to cover the cost are high enough to be a source of concern.

Apart from the question of cost, there has been growing uncertainty whether the old dormitory-type residence is adequate to students' changing needs and desires. Some universities have experimented with other types of accommodation. The residential college has always served to give a sense of community to its members and efforts have been made to import this concept into new kinds of residences. One pattern adopted is the grouping of a number of study-bedrooms around a common room and kitchen to provide a "house" atmosphere. In some cases housing cooperatives organized by the students flourish; often, old houses near the campus are bought and renovated to provide accommodation for students.

Prompted by interest in the philosophy as well as the cost involved in the provision of student housing, the Committtee of Presidents in the spring of 1968 approved the establishment of a Subcommittee on Student Housing. The membership of the Subcommittee gives representation to a variety of interests in student housing. In addition to persons knowledgeable in this area from universities of different sizes, there is an official from the University of Toronto student housing cooperative. Provision is also made for a student member. Unfortunately, the Chairman of the Subcommittee was prevented by pressure of other business from calling a meeting and asked to be relieved of this responsibility. A new Chairman was subsequently appointed — Mr. W. W. Small, Vice-President, Administration, at York University.

The Subcommittee will study generally problems in the provision and operation of student residences. It has been asked to present an interim report on certain urgent aspects of its task: the establishment of space/cost standards and area factors; determination of the extent to which the construction of student housing requires subsidization; and con-

sideration of the various possible methods of contracting for residence design and construction which may prove to be economical, and acceptable to the universities. In addition to the tasks assigned to it by the Committee of Presidents, the Subcommittee has decided to undertake an assessment of the likely future demand for student housing based on projected enrolments in Ontario universities over the next ten years.

ORDER ON THE CAMPUS

Recent years have witnessed a mounting wave of demonstrations, confrontations and violence in North American universities. In Ontario the focus of protests has been on the governance of the universities and on the programmes and curricula. Much but not all of the protest has been exercised fairly and legitimately and the universities have shown their willingness to be responsive to the need for reforms.

While incidents have been few and relatively minor in Ontario, there is a clear need for each university to have a policy for dealing with disruption should it occur. With this in view, the Presidents and their academic colleagues in September 1969 prepared a working paper on order on the campus which was circulated for consideration by the various universities. The universities were invited to use the document as a working paper for the development on each campus of an appropriate statement of policy regarding the handling of incidents of violence or the obstruction of the universities' processes. It was expected that individual universities would wish to involve faculty, students and administration in the formulation of a policy.

The working paper quotes the Harvard definition of illegitimate and unacceptable activities: violence, deliberate interference with academic freedom or freedom of speech, theft or wilful destruction of property, forcible interference with freedom of movement of any member or guest of the university and, generally, obstruction of the normal processes and activities essential to the functions of the university community. The paper states that the university stands ready to accommodate peaceful demonstrations and legitimate dissent, but will not tolerate illegitimate activities.

Procedures are outlined in the working paper for dealing with illegitimate activities. In the event of disturbances occurring, the President will have available to him a standing committee of faculty and students which he can call into session without notice. If the committee rules that the university's processes are being disrupted, those involved will be warned. If the disruptive behaviour is not promptly discontinued, the

offenders will be suspended. Failure to discontinue disruptive behaviour after suspension will lead to the calling in of the police. In case of grave emergency the President can call the police before calling the special standing committee into session, and the paper points out that the police may on their own initiative come on campus if there is clear and present danger to life and property. Following suspension, the suspended persons will be charged before the university's properly constituted disciplinary authority; if found guilty, they will be liable to expulsion or dismissal.

The working paper closes with the statement that these procedures are distasteful and that the penalty for offences is severe, and the fervent hope is expressed that it will not be necessary to invoke these sanctions.

Appendix A

MEMBERS OF THE COMMITTEE OF PRESIDENTS OF UNIVERSITIES OF ONTARIO, OBSERVERS, AND PRINCIPAL OFFICERS OF THE SECRETARIAT

at October 1, 1969

MEMBERS

Brock University—Dr. James A. Gibson, President
Carleton University—Dr. A. Davidson Dunton, President (Chairman)*
University of Guelph—Dr. W. C. Winegard, President
Lakehead University—Dr. W. G. Tamblyn, President
Laurentian University of Sudbury—S. G. Mullins, M.A., President*
McMaster University—Dr. H. G. Thode, President*
Université d'Ottawa—T. R. P. Roger Guindon, Recteur*
Queen's University at Kingston—Dr. John J. Deutsch, Principal
University of Toronto—Dr. Claude T. Bissell, President
Trent University—T. H. B. Symons, M.A., President
University of Waterloo—Dr. H. E. Petch, President pro tem
University of Western Ontario—Dr. D. C. Williams, President*
University of Windsor—Dr. J. F. Leddy, President
York University—Dr. M. G. Ross, President

OBSERVERS

Royal Military College—Commodore W. P. Hayes, Commandant
Waterloo Lutheran University—Dr. F. C. Peters, President

PRINCIPAL OFFICERS OF THE SECRETARIAT

Dr. John B. Macdonald, Executive Vice-Chairman*
B. L. Hansen, B.A., Director of Research
G. Grant Clarke, M.A., Research Associate
J. A. d'Oliveira, M.A., LL.B., Secretary
P. L. Haefling, B.A., Assistant Secretary

*Members of the Executive

Appendix B

SUBCOMMITEES AND AFFILIATES OF THE COMMITTEE OF PRESIDENTS OF UNIVERSITIES OF ONTARIO

at October 1, 1969

1. *The Executive*

Task: To guide the Committee of Presidents and on occasion to act for it between meetings of the Committee.

Membership: Six members: the Chairman of the Committee of Presidents (who shall preside), the Vice-Chairman, the Executive Vice-Chairman (who shall have no vote), and three others elected from and by the members of the Committee of Presidents, one from the larger universities, one from those of intermediate size and one from the smaller universities.

Chairman: Dr. A. D. Dunton, President, Carleton University.

2. *Subcommittee on Nominations*

Task: To propose candidates for elective offices and for membership of subcommittees.

Membership: Members shall be named by the Chairman of CPUO.

Chairman: Dr. M. G. Ross, President, York University.

3. *Subcommittee on Research and Planning*

Task: To suggest to the Committee of Presidents research and planning projects which should be undertaken for the development and improvement of higher education in Ontario; at the request of the Committee of Presidents to delineate research and planning projects of this sort and suggest procedures and personnel for carrying them out; to review and comment on the results of such projects for the guidance of the Committee of Presidents.

Membership: Ten or a dozen persons representing university administration and a variety of academic disciplines—persons with experience of social research and an interest in the Subcommittee's task.

Chairman: Professor John A. Porter, Department of Sociology and Anthropology, Carleton University.

4. *Subcommittee on Operating Grants*

Task: To study matters pertaining to the Provincial Government operating grants system and to make recommendations on these matters

to the Committee of Presidents; to maintain liaison with the relevant subcommittee of the Committee on University Affairs; to undertake such other related tasks as may be assigned to it by the Committee of Presidents.

Membership: Five members including at least one from a large university, one from a university of intermediate size, and one from a small university.

Chairman: Professor Bernard Etkin, Chairman, Engineering Science, University of Toronto.

5. *Subcommittee on Capital Financing*

Task: To study the problems presented by the planning, construction and financing of university buildings, and to make recommendations on these matters to the Committee of Presidents; to maintain liaison with the organization of campus planners and physical plant administrators of Ontario universities; to maintain liaison with appropriate officials of the Department of University Affairs.

Membership: About half-a-dozen persons representing large and small universities and the administrative functions of campus planning and campus financing.

Chairman: Mr. D. M. Hedden, Vice-President (Administration), McMaster University.

6. *Subcommittee on Student Aid*

Task: To study the problems relating to the provision and administration of financial aid to university students in Ontario, and to make recommendations on these matters to the Committee of Presidents; to maintain liaison with appropriate officials of the Department of University Affairs.

Membership: About seven or eight persons—some experienced in the formation of policy for, and some in the administration of, university student aid programmes.

Chairman: Dr. Peter Morand, Assistant Vice-Rector (Academic), University of Ottawa.

7. *Subcommittee on Information*

Task: To suggest to the Committee of Presidents ways in which the nature, the roles, the problems and the actions of the universities can be interpreted to the public; to advise the Committee on relations with the press and other media of communication; and, as requested by the Committee of Presidents from time to time, to arrange for news releases.

Membership: Seven or eight persons, including a preponderance of university information or public relations officers, but also representatives of general university administration and of persons oriented primarily towards the philosophy and politics of higher education.

Chairman: Dr. D. C. Williams, President, University of Western Ontario.

8. *Subcommittee on Computer Services*

Task: To study and make recommendations to the Committee of Presidents on problems related to the development, coordination and financing of university computing services in Ontario; to provide representation of the Committee of Presidents for joint discussions with representatives of the Committee on University Affairs of these problems as opportunities are presented; to examine appropriate relations with institutions and agencies both inside and outside the Province of Ontario with respect to computer services.

Membership: A representative of each of the Ontario universities with computer needs or installations, with power to add.

Chairman: Professor C. C. Gotlieb, Director, Institute of Computer Science, University of Toronto.

9. *Subcommittee on Student Housing*

Task: (a) Generally, to study problems in the provision and operation of student residences and make recommendations to the Committee of Presidents; (b) more particularly, to establish space/cost standards and area factors, and to determine to what extent the construction of student housing requires subsidization; (c) to give direction to the study and consideration of the various possible methods of contracting for residence design and construction which might prove to be economical and acceptable to the universities; (d) to maintain liaison with other appropriate subcommittees of the Committee of Presidents, notably the Subcommittee on Capital Financing, and with appropriate representatives of the Committee on University Affairs and the Ontario Student Housing Corporation; (e) to present an interim report on items (b) and (c) to the Committee of Presidents at the earliest possible time.

Membership: Six to eight persons representing a variety of interests in student housing, including at least one from a large university, one from a university of intermediate size, one from a small university, and one student member.

Chairman: Mr. W. W. Small, Vice-President (Administration), York University.

10. *Special Subcommittee on Assessment of Graduate and Research Library Requirements*

Task: (a) To establish a method of assessing the extent to which Ontario university libraries are adequate to support existing and proposed programmes of graduate study and research, including faculty research where there is no graduate programme; (b) to establish a method of estimating all related costs; and (c) as methods are developed and approved, to proceed to their application.

Membership: Ten members: five university librarians and five aca-

demics (including graduate deans) representing the humanities, the social sciences and the natural sciences.

Chairman: Mr. R. H. Blackburn, Chief Librarian, University of Toronto.

11. *Special Subcommittee to Review Agreements Respecting Colleges of Education*

Task: To review the existing agreements between the Minister of Education and the three universities with colleges of education, and to make recommendations to the Committee of Presidents for amendments to bring these agreements into conformity with the guidelines for the integration of teachers' colleges into universities.

Membership: The dean of a college of education, two deans of arts and science, and an academic.

Chairman: Reverend N. J. Ruth, Dean of Arts and Science, University of Windsor.

12. *Ontario College Health Association* (subcommittee)

Task: "To develop and pursue all measures which may optimally initiate, preserve, unify, and promote the health of our students and college communities by providing a forum for the exchange of information and the personal sharing of experiences."

Membership: (a) Institutional—institutions of post-secondary education in Ontario. (b) Individual—persons working within or responsible for the establishment of health services in such institutions. (c) Associate—persons working in allied fields and disciplines but not actually within established health services.

President: Dr. D. H. Upton, Director of Psychological Services (and Coordinator of Counselling), University of Guelph.

13. *Ontario Universities' Council on Admissions* (affiliate)

Task: To deal with all admissions questions (both policy and procedures) of joint concern to the Ontario universities and specifically to make recommendations with respect to an Ontario Universities' Applications Centre.

Membership: At least one member from each university and not more than three from multi-faculty institutions, selection of the members to be the responsibility of the individual university.

Chairman: Dr. F. A. DeMarco, Vice-President, University of Windsor.

14. *Ontario Council on Graduate Studies* (affiliate)

Task: To promote the advancement of graduate education and research in the provincially assisted universities in Ontario; to consider matters referred to it by the Committee of Presidents; to advise the Committee of Presidents on the planning and development of an orderly

pattern of graduate education and research, having regard, among other things, to the need to avoid unnecessary duplication of programmes and facilities.

Membership: The provincially assisted universities of Ontario each represented by the Dean of Graduate Studies or the Chairman of the Committee on Graduate Studies.

Chairman: Dean Ernest Sirluck, Vice-President and Dean of Graduate Studies, University of Toronto.

15. *Ontario Council of University Librarians* (affiliate)

Task: To oversee standards of general library service in the universities; to supervise the management of any such bibliographic centre and system of reader services as may result from the further recommendations of the Ontario Council on Graduate Studies and the Ontario Council of University Librarians; to cooperate with other agencies and councils as appropriate; to advise the Committee of Presidents on these matters.

Membership: The chief librarians of the provincially assisted universities with power to add associate members or consultants as occasion requires.

Chairman: Mr. W. B. Ready, University Librarian and Professor of Bibliography, McMaster University.

16. *Advisory Joint Council on Coordination of Ontario University Library Research Facilities* (affiliate)

Task: (a) to advise the Committee of Presidents of Universities of Ontario on matters of policy and budget relating to the coordination of university library research facilities; (b) to ensure the discharge of responsibilities assumed by institutions in accepting the allocation of special areas of research development, and of duties with respect to the bibliographic centre and special reader services; (c) to advise the Ontario Council of University Librarians on the operation of the bibliographic centre and special reader services; (d) to advise the Ontario Council on Graduate Studies on the operation of appraisal procedures as they affect libraries.

Membership: The membership of the Advisory Joint Council shall consist of all members of the Ontario Council on Graduate Studies and the Ontario Council of University Librarians.

Chairman: Dean Ernest Sirluck, Vice-President and Dean of Graduate Studies, University of Toronto.

17. *Ontario Universities' Television Council* (affiliate)

Task: On request, to advise and assist universities, and to make recommendations to universities or to the Province, or both, on the development and use of television teaching in Ontario universities.

Membership: One academic representative from each provincially assisted university in Ontario.

Chairman: Professor W. J. McCallion, Director of Educational Services and Extension, McMaster University.

18. *Ontario Council of Deans of Medicine* (affiliate)

Task: To provide an effective means of coordination of effort and a regular medium of communication between the faculties of medicine of universities of Ontario, having regard to the need to avoid unnecessary duplication or overlap of programmes between individual faculties and to provide special interuniversity projects which relate to medical education, research, and health services; to advise the Committee of Presidents of Universities of Ontario on matters which will influence medical education and research and to consider such matters as are referred to it by the Committee of Presidents; to serve as liaison between the faculties of medicine and government agencies concerned with health and hospital services, professional colleges and associations, and any other organizations the activities of which influence medical education and research.

Membership: Each Ontario university with a faculty of medicine represented by the Dean of Medicine, with power to add the vice-presidents of health science and other associate members as occasion requires.

Chairman: Dr. J. R. Evans, Vice-President, Health Sciences, and Dean of Medicine, McMaster University.

19. *Committee of Ontario Deans of Engineering* (affiliate)

Task: To provide a medium of communication among the engineering faculties of Ontario so that engineering education in the Province may evolve optimally; to advise the Committee of Presidents of Universities of Ontario on any appropriate aspect of education.

Membership: Deans of engineering of faculties conferring the baccalaureate degree at institutions of post-secondary education in Ontario whose presidents are members of the Committee of Presidents of Universities of Ontario.

Chairman: Dean R. M. Dillon, Faculty of Engineering Science, University of Western Ontario.

20. *Association of Student Awards Officers of the Universities of Ontario* (affiliate)

Task: To provide a forum for the discussion of matters relating to student financial assistance programmes; to encourage and conduct studies on matters relating thereto; to advise the Committee of Presidents through the Subcommittee on Student Aid on these matters; to cooperate with other agencies and councils as appropriate; to promote training of student awards staff; to represent the student awards officers of the Association in Canada and internationally and to seek and maintain active liaison with other groups having similar interests and objectives.

Membership: Student awards officers of the provincially assisted universities. Membership may be extended to the student awards officers of other post-secondary institutions in Ontario.

Chairman: Mr. E. E. Mitchelson, Secretary-Treasurer, Board of Governors, Brock University.

21. *Ontario Association of Departments of Extension and Summer Schools* (affiliate)

Task: To promote closer relations among individuals and institutions interested in credit and non-credit university extension and to work for the development and improvement of continuing education at the university level.

Membership: Deans, directors and associate or assistant deans or directors of extension of degree-granting universities whose presidents are members of the Committee of Presidents of Universities of Ontario.

Chairman: Mr. George Boyes, Director of University Extension, University of Toronto.

22. *Ontario University Registrars' Association* (affiliate)

Task: (a) To provide an effective means to coordinate effort and a medium of communication among members of the Association; (b) to concern itself with items of academic administration, including admissions, registration, examinations, scheduling, transcripts, records, calendars, scholarships and awards, and secondary school liaison; (c) to encourage and conduct studies of matters related to (b); (d) to conduct seminars for the exchange of information and development of new procedures.

Membership: Administrative officers of Ontario universities responsible for the areas of (b) above.

President: Mr. M. A. Bider, Director of Admissions and Records, York University.

23. *Ontario Committee of Deans and Directors of Library Schools* (affiliate)

Task: (a) To provide a medium of communication among the library schools of Ontario; (b) to promote the development and foster the improvement of education for librarianship in Ontario; and (c) to advise the Committee of Presidents on any appropriate aspect of library education.

Membership: Deans and directors of library schools of universities whose presidents are members of the Committee of Presidents.

Chairman: Professor R. Brian Land, Director, School of Library Science, University of Toronto.

24. *Committee of Deans of Ontario Faculties of Law* (affiliate)

Task: (a) To provide an effective means of communication and cooperation among the faculties of law of the Ontario universities on matters

of common concern; (b) to advise the Committee of Presidents of Universities of Ontario on matters of common concern in legal education and research, and to consider matters referred to it by the Committee; (c) to provide an effective means of cooperation among the faculties of law of Ontario universities for liaison with and advice to the Law Society of Upper Canada on matters of common concern in legal education and research.

Membership: The dean (or acting dean) of each faculty of law of the Ontario universities, and one other member of the teaching staff of each faculty.

Chairman: Dean Ronald St. John Macdonald, Faculty of Law, University of Toronto.

Appendix C

COMMITTEE OF PRESIDENTS OF UNIVERSITIES OF ONTARIO

STATEMENT OF RECEIPTS AND DISBURSEMENTS FOR THE YEAR ENDED JUNE 30, 1969

Cash on hand July 1, 1968		$ 39,789.71
Receipts		
Members' subscriptions	$279,040.01	
Interest income	3,469.53	
Other income	210.00	
		282,719.54
		322,509.25
Disbursements		
Capital expenditures	15,865.01	
Salaries and benefits	57,330.08	
Accommodation	13,448.11	
Telephone, telegraph, and postage	3,266.69	
Office stationery and supplies	5,964.52	
Purchase of books, reports, and periodicals	815.91	
Travel, meetings, and hospitality	4,351.17	
Publication of reports	3,538.76	
Professional fees	2,831.00	
Miscellaneous	1,863.96	
Projects and commissioned studies		
Ontario Council of University Librarians	98.49	
Library Transit System	60,940.09	
Ontario Universities' Television Council	17,332.67	
Bibliographic Centre	18,486.95	
Subcommittee on Computer Services	5,260.89	
Ontario Council on Graduate Studies	791.66	
Ontario Universities' Council on Admissions	3,148.73	
Subcommittee on Operating Grants	3,423.00	
Subcommittee on Capital Financing	4,910.75	
Pension study (CPUO/OCUFA)	331.73	
		224,000.17
Cash on hand June 30, 1969		
Petty cash	63.08	
Bank accounts	48,446.00	
	48,509.08	
Guaranteed Investment Certificates	50,000.00	
		$ 98,509.08

Appendix D

BRIEF TO THE COMMISSION ON THE RELATIONS BETWEEN UNIVERSITIES AND GOVERNMENTS

The Background

The story of university development in Ontario contains some lively nineteenth-century chapters involving religion and regionalism, polemics and pamphleteering. In the first half of the present century, wars and economic crises brought about a closer dependence of universities on the Government of Ontario. Interuniversity cooperation in their relations with government was infrequent and limited. But changes of scale and tempo during the last decade have effectively transformed both universities and government and the relations between them.

Wide recognition of the change of scale came first in 1955, when Dr. E. F. Sheffield presented to the National Conference of Canadian Universities his study of enrolment in Canadian universities and colleges projected to 1965. That study showed that the demands on Canadian universities and colleges would be to enrol a steadily increasing proportion of a rapidly increasing population. The response, in Ontario, has been fully described elsewhere (e.g., in *From the Sixties to the Seventies: An Appraisal of Higher Education in Ontario*). Between 1956 and 1962, there were many uncoordinated developments that increased the province's potential services in higher education: the establishment of the University of Waterloo and Laurentian and York universities, the reorganization of McMaster and Assumption, the conversion of Lakehead, the expansion programme at Toronto. In 1962, Professor R. W. B. Jackson produced for the Provincial Government and the universities his Ontario projections to 1970. The Government called upon the Ontario university presidents to formulate a plan that would meet the situation.

The Presidents recommended: (a) the expansion of graduate studies to provide sufficient teaching staff; (b) the expansion of all the existing universities and the creation of some new institutions in locations where the needs promised to be greatest; (c) increased, predictable financial support; (d) an organizational structure on the government side embracing (together or in parallel) all post-secondary institutions and including wider representation from the academic world; (e) the rapid development of non-university institutions of post-secondary education; and (f) systematic study of the curriculum in the elementary and secondary schools. Practically all of these recommendations have now been implemented in one way or another, to some degree.

University-government relations became an absorbing problem during 1963 and early 1964. This was a period of confusion and lack of communication. The Government was relying for advice on its Advisory Committee on University Affairs, which at that time had no academic representation. Gearing themselves for the larger task, the universities were increasingly conscious of their financial dependence on government. The Committee of Presidents continued to meet to exchange views and information but was not yet organized nor, indeed, were the universities prepared for collective decision-making or effective coordination.

The idea that commended itself at first to most of the presidents and to the Ontario Council of University Faculty Associations was the establishment of an independent body on the pattern of the University Grants Committee in the United Kingdom. They sought recognition of the principle that direct government control of universities was not in the public interest, and therefore proposed that a committee should be interposed, with academic as well as lay members, with a full-time chairman with academic experience, and with a staff responsible to the committee itself.

As the study of this subject continued and the experience of other jurisdictions was examined, the basic similarities in the problem faced by universities and governments became apparent. Many European countries, the majority of American states and a number of Canadian provinces had faced or were facing problems broadly similar to those which Ontario had to resolve.

In the United States, most states have felt the need to develop legally constituted bodies of interinstitutional coordination and of governance of state-wide programmes of higher education. A variety of approaches and of structures may be found but all governing bodies have in common the same basic functions: to advise the legislature on budget matters, to ensure that no costly duplications appear in the state-wide system and to focus the universities' attention on the needs of society.

The analysis of such systems as are found in New York, California, Oklahoma, Florida, Texas, Michigan, etc. reveals that the establishment of super boards or commissions whose authority is received from the legislature leads to the emergence of two main dangers. The first is that the rising interest in higher education as an investment in the future economic life of society tends to colour the governments' views of programme development and of planning, and the universities may then be viewed as mere suppliers of workers for a changing labour market. Secondly, the existence of a strong government-controlled agency tends to homogenize the system; diversity, a necessary condition for full effectiveness in higher education, is preserved in a centrally controlled system only by virtue of the existence of academically strong private institutions competing with the publicly financed universities.

The basic tenets of the approach of the Committee of Presidents led to

the rejection of models in which university education is but a third level of education subject to the same degree of government control as the primary and secondary levels. In such a context, universities may become civil-service establishments. The experience of many of the continental countries of Europe could be viewed only as a deterrent to the adoption of such an approach.

The uniqueness of the Ontario situation called for an evaluation, not a mere imitation, of the experience of others. A history of rugged individualism of institutions preceded the emergence of a system of higher education in Ontario. Models of state-university cooperation were considered and their adequacy judged, using as an important criterion the need for autonomy, not only of the system of higher education, but also of the individual institutions within the system. The universities recognized that such an autonomy could not be absolute but they believed that they should look for the ideal described in the Robbins Report as "the maximum of independence compatible with the necessary degree of public control."

Public control is needed because the public interest is involved and public funds are being expended. University independence is needed because universities cannot function properly without it. The nature of the interaction between these concepts is the crux of the problem.

The concept of autonomy is expressed in the 1964 quinquennial survey of the University Grants Committee of Great Britain. In *University Development 1957-62*, the UGC lists six basic freedoms of academic institutions: (1) freedom in the selection of students; (2) freedom in the appointment of academic staff; (3) freedom in determining course content, in choosing educational programmes and in controlling degree standards; (4) freedom in determining the size and rate of growth of the institution; (5) freedom in establishing the balance between teaching, research and advanced study, in selecting research projects and in publishing results of research; (6) freedom in the allocation of income. These freedoms must, of course, be exercised in a responsible way. Individual institutions must recognize the needs of the system and the system itself must be sensitive to the global needs of society. The Committee of Presidents considered as valuable the experience of those "who achieved a wide measure of self-determination," but not an absolute level of self-sufficiency.

Perhaps it would be well to discard the word autonomy, to admit that no university can be a law unto itself in present-day society, and to recognize that decisions of different kinds have to be made on different levels. It is our belief that decisions about the selection and admission of students, the appointment of academic staff, the determination of course content, the control of degree standards, the selection of research projects and the publication of the results of research must be made at the level of the individual institution, for otherwise it would not command the respect of its staff and students and it could not function as a university at all: the

environment of academic freedom would be lacking. The choice of educational programmes, the determination of size and rate of growth, and the allocation of income fall to some degree into the area where "system" decisions and government decisions play a part, or at least exert considerable influence.

In 1964, the Government of Ontario announced the creation of a Department of University Affairs, with powers that appeared to go well beyond administrative functions and to include policy-making and planning. This by itself would have appeared to be a retrograde step from the universities' point of view. Later in that same year, however, a number of academic members were added to the Committee on University Affairs.

In 1965, several projects were initiated jointly by subcommittees of the Committee on University Affairs and the Committee of Presidents (concerning an operating grants formula, student awards, and library coordination), and the Spinks Commission was appointed under the joint auspices of the two groups to examine graduate work in the province. The Presidents had by this time developed a number of expert subgroups and in 1966 they appointed Dr. E. F. Sheffield as their full-time Executive Vice-Chairman (now succeeded by Dr. J. B. Macdonald). Dr. Douglas Wright became the full-time Chairman of the Committee on University Affairs in March 1967. Recent progress towards the establishment of a university system in Ontario is documented at length in *System Emerging: First Annual Review (1966-67) of the Committee of Presidents of Universities of Ontario,* and in *Collective Autonomy: Second Annual Review, 1967-68.*

The Future

The interaction between the universities and the Government of Ontario as sketched in the introductory section of this brief, and as described in greater detail in the publications of the Committee of Presidents mentioned above, has been one of healthy give and take. While there have been many differences of opinion, sometimes quite sharp ones, between the two sides, the stresses and strains in university-government relations in the province have not reached danger level. However, in a rapidly changing situation it is necessary to ask whether the existing structures, public and private, are appropriate to the needs of higher education in Ontario.

Several significant new elements have been injected into the university-government sphere since the present structures took shape four or five years ago. The rapid and imaginative development of the colleges of applied arts and technology has added an important new dimension to post-secondary education in Ontario. This raises questions of the need for liaison and cooperation between the universities and the CAATs, and for coordination of the Government's responsibilities in the field of post-secondary education as a whole. The growth of the university system is putting an ever-increasing strain on the existing machinery for collective decision-making and action.

The very magnitude of the sums now being paid out by the Government for capital and operating support of the universities has induced, so to say, a qualitative as well as a quantitative change in the nature of the Government's involvement in university affairs.

Examination of the appropriateness of the existing structures in the post-secondary field would have fallen within the terms of reference of the Commission to Study Post-Secondary Education, establishment of which was announced in June 1967 by the Minister of University Affairs. However, since it proved difficult to find persons of the appropriate calibre to serve on a regular Commission, in September 1968 the Committee of Presidents decided to consider other ways of carrying forward the necessary studies. The Committee of Presidents has agreed in principle to launch a study of the university system to be conducted by a director who will work out a definition of the field and framework of necessary research projects. He will choose a research team of persons seconded from the universities for this purpose. A broadly representative advisory board will be set up to which the director will refer from time to time. The director and his team will be free to pursue their investigations as they see fit and to publish their findings without censorship.

Out of this study can be expected to emerge clearer ideas on the structures appropriate to the university system in Ontario and it would not be advisable to anticipate the results of the study by adopting fixed positions at this stage. At the same time, the existence of this study should not be an excuse for delay. A number of matters require immediate attention and action cannot await the results of an extended deliberation. In respect to the study, we record below some of the alternatives for further evolution which have been discussed.

For some time, there has been a feeling that a body more broadly representative than the Committee of Presidents as at present constituted would be able to achieve a greater academic consensus and so be able to speak and act with greater confidence and authority for the university community as a whole. As an experiment, since September 1967 each president has been invited to bring an academic colleague with him to meetings of the Committee of Presidents. The academic colleague is in most cases chosen by the senate or other academic legislative body of the university, and he reports to such body on the deliberations of the Committee of Presidents. This practice has had a markedly broadening effect on the discussions of the Committee of Presidents and there is a considerable body of opinion which favours simply formalizing this arrangement.

Others see a need for a still more widely representative body than one comprising presidents and one academic from each university. It has been urged that there should be a preponderance of academics and that at least two should accompany the president from each university. There are other

elements within the university community for which representation has been suggested.

A major difficulty in the way of proposals to expand the Committee of Presidents is the question of size. Experience with meetings attended by the academic colleagues has shown that this group is about as large as an effective decision-making body can be and that any further increase in size would produce a sharp deterioration in the effectiveness of the organization. If the size of the body is expanded to increase its representativeness, it may be necessary to resort to a two-tiered structure consisting of a wider deliberative body and a smaller, more cohesive, decision-making group.

Careful thought would have to be given to the composition of the decision-making group within a two-tiered structure. It is clear that the decision-making group must include at least one representative of each university. It is equally clear that the president of each university must be a member of the group; the president, by virtue of the pivotal position occupied by his office within the university, the unique responsibility he bears for all aspects of its operation and the wide knowledge of the operation he is required to possess, is the only single person who can claim in any sense to speak for his university. Perhaps a feasible solution would be to have a decision-making group comprising the president and one other representative from each university. The element from which the second representative would be drawn could be fixed (e.g., always an academic), or else the second seat assigned to each university on the decision-making group could be rotated for a shorter or longer term among the other members of the deliberative body representing the particular university.

Whatever the shape of the deliberative and decision-making body or bodies at the apex of the university system, there is growing evidence that the staff function will have to be strengthened. The number of officers in the secretariat of the Committee of Presidents has grown from one to three since the secretariat was formed in mid-1966, and additional paid staff, full- or part-time, has been engaged for various undertakings of the Committee. Recognizing the growing need, the Presidents have recently approved in principle the creation of a research capability within the secretariat. Some system projects may also soon reach the stage where they can be carried forward effectively only under the supervision of full-time directors.

The study of the university system referred to above will almost certainly touch on the structures for monitoring post-secondary education on the Government side. The Government for its part will undoubtedly find it necessary to review the existing structures and to determine their appropriateness for the future, and to this end, the Government now appears anxious to proceed with a study of post-secondary education. Here again, it would not be advisable to anticipate the results of the studies that will be

undertaken. However, the Committee of Presidents holds to certain principles concerning the structures in the public domain which it might be useful to outline in this brief.

Whatever the structure which the government chooses, the Presidents believe that some attention should be given to the special needs of the universities. This principle is not based on elitism or exclusiveness. It is grounded solely in the conviction that the nature and role and the needs of the university are sufficiently different from those of other institutions of post-secondary education—especially given the present stage of development of the latter in Ontario—to warrant separate consideration. Indeed, without presuming to speak for the colleges of applied arts and technology, the Presidents would not be surprised if the colleges also felt that they would be better served by a body oriented to their special needs. In the case of the universities, it is highly desirable that the body dealing with the universities should include strong academic representation, as does the present Committee on University Affairs.

To say that the universities have functions different from those of other post-secondary institutions is not to deny that these functions are in some respects complementary, and may even overlap. Certainly all post-secondary institutions in Ontario draw their financial support largely from the public purse, and coordinated decisions must at some stage be made as to how much money will be allocated to one type of post-secondary institution and how much to another. Coordination is achieved in Ontario at the present time by the fact that the same Minister is responsible both for university affairs and for matters affecting other forms of post-secondary education. But the Minister may decide that he would like to have advice from a single source. Should the Minister so decide, the Committee of Presidents would favour the creation of a coordinating committee with membership drawn from the advisory body on university affairs on the one hand, and from such other body or bodies as may exist to deal with other forms of post-secondary education on the other. If it were deemed desirable to make the coordinating committee a statutory presence, the Presidents would see no objection, provided the principle of having a separate committee dealing with university affairs was recognized and provided for within whatever framework was adopted.

The need for coordination may exist not only at the policy level, but also at the administrative level. At present, there is a separate Department of University Affairs while the Applied Arts and Technology Branch of the Department of Education administers policy in respect of other post-secondary institutions. It is, of course, entirely a matter within the discretion of the Government if it wishes to merge the two administrative entities.

Though the Presidents have adopted no position on the question of a possible merger of the administrative agencies, they recognize that administration cannot be completely divorced from policy. Sound policy must

be based on sound data and the manner in which data are gathered and presented will inevitably influence policy. For this reason, the Presidents have been uneasy at the fact that the Committee on University Affairs, which advises on policy, is dependent on a government department for its secretariat and research needs, and they have urged that the Committee on University Affairs be given his own secretariat and research capability. The Government has resisted this proposal on the quite legitimate ground that to create a secretariat for the Committee on University Affairs would be to duplicate services that are already available to it.

There appears in fact to be no ready escape from the relationship which exists between the Department of University Affairs with its research capability and the Committee on University Affairs serving in an advisory capacity. It seems unlikely that the Government could merge its department with the advisory committee to create a single advisory and administrative entity outside the civil service. Such a move would raise serious questions for the Government about how to meet its obligations to the public to make sound judgments in allocation of resources to the universities. Fiscal accountability could be assured by having expenditures reviewed by Treasury Board and of course by the Provincial Auditor's examination of accounts; but that would not be enough. The Government must be able to examine and judge the reasonableness and desirability of proposals in this important area of expenditure; it could not easily depend on the advice of a quasi-independent agency without itself examining the proposals. It is inevitable that government must retain its own capacity to conduct the necessary analyses and examinations. Perhaps, therefore, the present arrangement from the point of view of Government meets its obligations economically while bringing to bear the judgment of a broadly based advisory committee outside government. The development of an effective research capability within the Committee of Presidents can provide insurance against decisions being made solely on the basis of studies being conducted by the Department of University Affairs.

The Federal Involvement

Education at the university level is *in and for the nation* as much as it is, in the language of the British North America Act (section 93), "in and for each province." It is not the purpose of this brief to offer judgment about either the constitutional or political feasibility of this, or that, course of action. Historical experience and common sense have established a role for the Federal Government in support of universities that needs no further justification in principle. This established role might now be expanded in two areas: (1) student aid, and (2) support of research and library facilities.

Canada Student Loans already provide major support to Canadian university students. Yet the most widely accepted philosophy of student

aid would provide loans only as a supplement to outright grant support. Grant support now provided by individual provinces varies greatly in amount and in the provisions made for students who choose to attend university in provinces other than their own. It is clearly in the national interest that (a) students everywhere in Canada should have an equal opportunity for university education, and (b) students everywhere should be free to choose to attend any university in any province, provided that they can gain admission. There is already a healthy flow of students from one province to another at both graduate and undergraduate levels. If financial barriers were lowered, the flow would certainly increase and would, in the long run, serve the interests of national unity. The general case for a federally funded and administered student aid programme is now all the more compelling in view of newly announced policies aimed at achieving a fully bilingual public service. Many young Canadians, if they expect a career in the public service, will seek all or part of their university education at an institution where instruction is given in the other language. Exchange programmes between universities, traditionally limited to two or three students a year, will be extended to much larger numbers and should be encouraged by an adequate and even-handed national programme of student aid.

Unilateral action in this matter by the Federal Government is not suggested. Full discussion with the agreement by the provinces is obviously a prerequisite to a further development of student aid programmes on the scale foreseen. The Committee of Presidents in June 1968 requested the Ontario Minister of University Affairs to urge on the Council of Ministers of Education the importance of achieving in all Canadian provinces a standard plan of student aid, and to explore with the Council ways and means of initiating such a plan from provincial and Federal resources. Early attention to the development of a national programme of student aid aimed at encouraging interprovincial and interregional exchange of students would be an important step towards a national achievement in higher education greater than the sum of its parts.

Since a task force established under the Science Secretariat of The Privy Council Office will shortly make recommendations on Federal support of research in universities, the Committee of Presidents limits itself here to expressing the hope that the level of that support will increase and that at the minimum the recommendations of the Bladen Commission in this regard will be implemented.

Appendix E

PROPOSAL FOR ESTABLISHING A COUNCIL OF UNIVERSITIES OF ONTARIO

For some time CPUO has been giving thought to modifying its organization to permit it more effectively to represent the universities in Ontario and to conduct its work in such a way as to encourage confidence in its recommendations. The Constitution, adopted in 1966, was amended twice in 1967-68 (see *Collective Autonomy*, p. 7), and the Second Annual Review observed that "one of the major items on the agenda . . . must be a careful review of the structure and functions of the Committee of Presidents, its subcommittees and affiliates, and its secretariat." The present structure is complex, involves a large number of affiliates and subcommittees reporting to the Committee of Presidents, involves also several joint subcommittees of the Committee of Presidents and the Committee on University Affairs, and operates with the assistance of part-time staff holding full-time responsibilities in the universities. The organization, shown in Figure 1, has resulted from the accumulation of tasks rather than through conscious attempt to design a satisfactory structure.

During the autumn of 1968 the Subcommittee on Research and Planning proposed an enlargement of the membership of CPUO and a change in terminology to that of a Congress of Universities. This proposal was looked upon as one possible form of further evolution of CPUO but the Presidents and their colleagues expressed doubts about the efficiency of an enlarged body. The need for an executive body, presumably composed of the presidents, was considered likely, and establishment of such a body would tend to negate the gains achieved through involvement of academic colleagues.

On one point, agreement has been unanimous: there is need for a rapid and effective development of a research capability within the organization. The Committee of Presidents at its 43rd meeting requested the Executive Vice-Chairman to bring forward proposals for the development of a suitable structure within the Secretariat. The Executive Vice-Chairman has listened to opinions on this subject volunteered by administration and academics in all the provincial universities, all of which supported the need for establishment of an effective centralized research organization to serve the universities.

The basic problem faced by the Ontario universities presents an apparent paradox. Autonomy of individual institutions is looked upon as being

highly desirable and the concept of a University of Ontario has been rejected. At the same time the universities recognize the necessity of co-ordination and system-wide planning which implies a capacity for the collectivity to make judgments which infringe on the autonomy of individual institutions. How can such a paradox be resolved?

Two approaches seem possible. The first, and the conventional approach followed in many jurisdictions, would begin by attempting to define those areas of decision-making which can and should be reserved for individual universities and those which require a provincial approach. Such definitions are not easy and in fact the difficulty of making them accounts for much of the frustration inherent in systems of public university education. For example, the academic philosophy and goals of a university require that the institution be able to define its admissions requirements and select its student body. At the same time the province and its universities must agree on some overall goals for university-level education and manpower requirements. Individual campus aspirations and provincial requirements will not necessarily be compatible.

Assuming nevertheless that some workable (if less than ideal) division of responsibilities were achieved, the next step in the conventional solution would be to seek through legislation to give the universities' central body, the Committee of Presidents, the necessary authority to make collective decisions binding on its members. If this legislation were imposed by the government, whatever the structure of the governing body—the Committee of Presidents or its successor, the province would have, in fact if not in name, the University of Ontario. If the universities themselves sought to delegate to the CPUO authority to make binding decisions, with the best of will, they would run into a host of problems. The Boards of 14 universities would have to examine their individual University Acts or Charters and determine first, their authority to delegate to some outside body decision-making for which they are legally responsible, and second, their willingness to do so. On both points difficulties would arise. Amendments to individual University Acts would be required, and neither Boards nor Senates are likely to preside happily over dissolution of some of their important powers.

In short, the road toward legislated centralized authority for decision-making is a rocky one.

The second approach to a meaningful collective autonomy is not only more feasible but also more attractive. It is based on the aphorism that "knowledge is power." It would depend on developing a capacity to examine issues on the basis of careful and competent research and analysis. Whether the issue is operating costs, capital requirements, enrolment projections, manpower needs, salaries and benefits, or library systems, the only sound basis for making decisions is through analysis of the problem and clear exposition of the alternatives. If the CPUO develops a capability for such

examination of issues the need for legislative authority would diminish. The universities would have acquired the power of credible collective judgment while rejecting the power of legislative authority. The only coercion would be the coercion of logic, and individual universities would find it difficult (though not impossible) to reject the collective judgment. At the same time and by the same token the power of the universities to speak effectively to government would be enormously increased. If the facts are assembled, competently organized and presented they will sometimes disclose obvious conclusions and lead to predictable policies; they will at least array the alternatives which will then depend on political or philosophic judgments. The area for debate will thus be greatly narrowed.

What follows is a proposal for changes in structure of the collectivity and its staff operations to accomplish two principal objectives. The first is to provide a structure which will constitute an acceptable voice of the university community, both to its constituent members, faculty and students, on the one hand, and to the public and government on the other. The second is to provide a structure capable of sophisticated and efficient analysis followed by the capacity to reach agreed collective policies expeditiously. The first objective requires an approach to organization which will involve every part of the university constituency in appropriate ways. The yearning for a role in decision-making for those affected by decisions is deep-seated and genuine. Developing instruments for satisfying this need is fundamental to acceptability of any system. Equally important is the recognition that administrative responsibility must be expressed through the appointment of individuals with appropriate roles in the decision-making process. The proposals which follow are designed to recognize both the essential merit of broad participation by the whole university community and the responsibility of administrators.

The second objective requires full-time analysts qualified to accomplish the required staff work and to provide the factual background against which judgments must be made. Essential to the staff work is interaction with the universities about the nature of the data which are relevant. Also fundamental to the staff task is a recognition of the "programme-planning-budgeting" technique by which financial decisions are being made by the provincial Treasury Board.

The CPUO organization, now consisting almost solely of part-time committees, simply cannot design and operate the system for collecting and maintaining the up-to-date information that it needs—information on enrolment, student affairs, capital and operating requirements, library resources, etc. A committee structure without staff support cannot cope with the operational needs of the system for research and information. People on subcommittees are greatly overworked—with much of the time spent in communication and discussion. There is need for this communication but there is also the danger (and the historical fact) that while discussions

are going on judgments which ought to be made within the system are made by government.

Symptomatic of our problems is the recent error in forecasting enrolment simply from the summation of each university's projected figures. We might take some consolation that this error resulted in more money to universities but it is probable that another such error may cause Treasury Board to question the operating grant system as it is now constituted. Add to this the difficulty in getting information to the Operating Grants Subcommittee in time for the annual submission and the desperate need for analysis of all capital submissions centrally if we are to have an effective voice in determining the scheme for allocation of capital grants.

Another recent example is the approval by CUA and DUA of a request for upgrading medical weights without a thoroughgoing review of that request by CPUO. No matter that the request may be entirely justified the fact remains that it went forward without adequate review for the effect such a change might have on the system.

The proposed new structure represents an effort to rationalize the design and regroup the responsibilities now being met into a more functional arrangement. The structure is illustrated diagramatically in Figure 2 to which the following comments refer.

1. It is proposed that the university collectivity in Ontario be designated "Council of Universities of Ontario" rather than the present terminology, Committee of Presidents of Universities of Ontario. The reasons are obvious. The object is to create a collectivity representative of the universities. The term Committee of Presidents is not properly descriptive of the constituencies which must be involved. The term creates the unfortunate illusion of a group of executive administrators exercising independent authority with little input from the academic community. The term Council simultaneously emphasizes the independence of each university and the goal of cooperation.
2. The senior executive body of the Council of Universities shall be the Council. It shall be authorized to decide on policies to be recommended to individual universities and to government and to provide guidance to the Executive Director in carrying forward the purposes of the Council. Membership of the Council should be essentially the same as the *de facto* membership of the Committee of Presidents—the President and a colleague from each university. All members should have a vote. The arrangement should be formalized, with the colleague being elected by the senior academic body of each university (the Senate). The university should be free to choose as it sees fit including the privilege of selecting a student if it so wished. However, as a principle (applying to both the Council and the Committees) the choice of colleague should favour either an academic or student, the object being to provide for a balance of administrators

and academics. Members once chosen should serve for a period of three years (or less in the case of a student leaving the university). It should not be possible for the President or colleague to send alternate representatives to the Council because the Council members must accept responsibility for the Council's judgments. It is not desirable for a university to be represented on Council by its "expert" on a particular agenda item. This device speaks for vested interest rather than judicial responsibility.

3. The Chairman of Council should be elected annually by Council from among the Presidents. He should preside at all meetings of Council. A Vice-Chairman of Council should be similarly elected and should substitute for the Chairman in his absence.
4. The term "Executive Director" should replace that of "Executive Vice-Chairman." The latter term is confusing to those not familiar with the organization. It is a handicap in approaching foundations in search of financial support. It tends to direct some of CPUO's correspondence to the Chairman on matters which should be dealt with by the staff. Of the 34 consortia of universities in North America, 15 use the title Executive Director or Director for their executive office. Thirteen use the title President.

   The Executive Director should be directly responsible to the Council and should arrange to have information and proposals brought before the Council. He should be fully responsible for the operation of the CUO offices.
5. The Executive Director shall have available to him an advisory subcommittee on planning which shall assist him in examination and review of the operation of the affairs of the Council. The subcommittee shall be appointed by the Council on the recommendation of a nominating committee.
6. The design provides for a series of programme committees with the primary responsibility of developing proposals about the relevant problems in the various areas of the universities' interests. The concerns of the universities are teaching, research and service. These functions are performed through the various divisions of the university. The four proposed programme committees represent major divisions —arts and science, health, other professions, and graduate studies. At least initially these programme committees can be expected to cope with the fabrication of proposed policies for the provincial system. Experience may indicate the need to subdivide one or more of these programme committees. Recommendations of the programme committees will be forwarded to the Council and if adopted will become a policy of the Council for the guidance of individual universities and for advice to the government.

   The intention is that each programme committee will be respon-

sible for reviewing all matters bearing on the purposes of the universities when these matters involve province-wide considerations. The programme committees will be expected to formulate policies and not simply identify problems for referral to Council. At the same time, each programme committee should confine itself to matters related to its descriptive title and leave to Council issues of university-wide concern. A precise definition of the range of responsibilities for each programme committee and its coordinator should be worked out as the structure evolves. At this stage an indication of the kinds of issues to be dealt with should suffice. The following list therefore is illustrative rather than comprehensive.

A. *Teaching Programmes*

1) Examining the range of offerings and recommending policies for further development, sharing of resources and cooperative programmes; including opportunities for cooperative ETV and CAI.
2) Examining manpower requirements, enrolments, forecasts and admissions practices, and recommending policies.
3) Considering relations with CAATs and other post-secondary institutions with special reference to the development of complementary programmes.
4) Examining operating parameters which affect the quality of education including provincial student-staff ratios, faculty salaries and benefits, library and computer resources, policies concerning non-academic support staff.
5) Examining and forecasting capital requirements; development and refinement of space standards.
6) Examining levels, conditions and adequacy of student support.

B. *Research Programmes*

1) Reviewing range of research activity and identifying opportunities for cooperative enterprises.
2) Forecasting areas of development and funding requirements.
3) Recommending through the Council policy changes on the part of support agencies to improve performance and administration of research.
4) Assessing the extent of indirect costs.

C. *Service*

1) Examining ways in which the universities in concert can contribute to the solution of community problems.
2) Studying problems of access to universities.

7. Each Programme Committee will be served by a member of the staff of the offices of the Council of Universities. The coordinator's duties will be to provide the necessary staff work for the Programme Committee, to serve as liaison between the Programme Committee and the resource analysis structure described below, and to serve as liaison vis-a-vis the coordinators of other programme committees.
8. The Arts and Science Programme Committee will be composed of one Dean or other senior officer in the field of arts and science from each university, appointed by the President for a three-year term renewable, plus one colleague (generally a faculty member or student) chosen by the Senate for a term of three years (less in the case of a student leaving the university).
9. The Health Sciences Programme Committee will be composed of: 1) one Dean or other senior officer from each university having a Faculty or School in the Health Sciences (i.e. Medicine, Dentistry, Pharmacy, Nursing, Rehabilitation Medicine, Public Health, Veterinary Medicine, Optometry, Social Work). Such officer shall be appointed by the President; 2) one colleague from each university with a Health Sciences Faculty or School, chosen by Senate from among the staff and students in the Health Sciences Faculties and Schools. The term should be for three years (renewable in the case of the administrative member).
10. The Professional Schools Programme Committee membership will be composed of: 1) one Dean or other senior administrative officer from each university having one or more professional faculties or schools (excluding Health Sciences). The administrative member will be chosen by the President; 2) one other member from each university having one or more professional schools, such member to be chosen by the Senate from the staff or students of the professional schools or faculties. The term should be for three years (renewable in the case of the administrative member).
11. The Graduate Studies Programme Committee will be composed of the Dean of Graduate Studies in each university plus one colleague chosen by the Senate from the staff or graduate student body. The term should be for three years for the colleague.
12. The above represents proposals to provide for representative membership on programme committees. In addition, to ensure essential expertise the Council should be free to appoint additional members to programme committees on the recommendation of the nominating committee.
13. Each programme division depends on a variety of resources. These are represented in the group of systems supervisors and subcommittees shown along the verticle axis in the accompanying diagram (Figure 2). The systems supervisors are responsible for collecting, sorting and ana-

lyzing the basic data required by the programme committees and the Council. The systems supervisors will work under the direction of a Director of Research. Each systems supervisor will have available to him an advisory subcommittee which will review the approaches to data collection and analysis and will seek ways of improving the quality of the research function. It is necessary that these subcommittees reflect expertise. They need not be representative since they are not responsible for proposing policies.

14. The data bank supervisor will be responsible for development, maintenance and operation of the data bank. Since the key resource input of all programmes is students he should also be responsible for enrolment analyses and should have available to him a subcommittee on enrolment and student affairs. The subcommittee should be appointed by the Council on the recommendation of a nominating committee.
15. The systems supervisor on operating grants should have an advisory subcommittee appointed by the Council on the recommendation of the nominating committee.
16. The systems supervisor on capital grants should have available to him an advisory subcommittee on capital grants appointed by the Council on the recommendation of the nominating committee.
17. The systems supervisor on libraries should have available an advisory subcommittee on libraries appointed by the Council on the recommendation of the nominating committee.
18. The systems supervisor on computers ETV and CAI should have available an advisory subcommittee on computers ETV and CAI appointed by the Council on the recommendation of the nominating committee.
19. It is visualized that the staff (administrators, coordinators and analysts) will number approximately 20 (plus secretarial support).
20. Each systems supervisor would provide data and analyses to the programme committees and the Council.

The needs for full-time research in the areas of data bank, capital and operating grants are self-evident. Certainly, the part-time resources supplied by the universities suboptimally to these activities now must sum to at least the full-time resources shown if not much more. The analysis of operating needs by the Subcommittee on Operating Grants suffers by lack of current and historical information which would be supplied by the data bank. The collection of capital plans for analysis centrally has recently been recognized by CPUO in the authorization of a research position for analysis of these plans. The need for full-time research assistance on library resources and the use of modern electronic devices for educational purposes may be less evident on the surface but we believe there are strong reasons for providing these research resources on a full-time

basis. It could be argued that libraries, computers, ETV and CAI are programmes or elements of programmes and therefore should be either explicitly represented by programme committees or subsumed under the four programme committees. We would argue that these are *system resources* and that each of them represents a substantial investment which must be used by more than one university in the system to justify the investment. In each case it is necessary for the systems supervisor to provide information about the existence of the particular resources external to the system and internally within the system and to foster and give technical guidance in the use of these system resources by the universities in the achievement of programme objectives.

Thus, the library systems supervisor would provide undergraduate and graduate library committees and programme committees with information on the extent of these resources at the various universities and he would begin to develop the methodology for library resource demand analysis and for analysis of library costs. He would also provide analytical support to programme committees in their determinations of requirements for library resources by programme—e.g. library resources required by the system for graduate studies in political science—location and extent of these library resources.

Similarly, the electronic aids systems supervisor (ETV and CAI) would provide the same sort of information and analytical support to programme committees—including demand and cost analysis. Educational television and computer-assisted instruction are two areas where there is both great fear and great misunderstanding. Views of each of these range from panacea to complete waste. Neither view is correct and it is essential to get the existence of these resources, their possibilities, benefits and limitations exposed for a fair appraisal.

While the structure is presented here in its entirety, the development of the research capacity is not something which could be achieved in a single giant step. It will have to be undertaken gradually over a period of perhaps two years or more, identifying priorities, and acquiring competent staff to meet the priorities in a phased development.

It should be emphasized that the proposed structure has a capacity to accomplish much more than quantitative analysis. The programme committees and the Council should function as academic statesmen, considering philosophic, academic and cultural issues relevant to the welfare of our universities and our society. Many of the issues before them will be qualitative and will require judgments, not simply about what is the most economical approach, but what is the best and wisest approach in the interests of society.

AFFILIATES

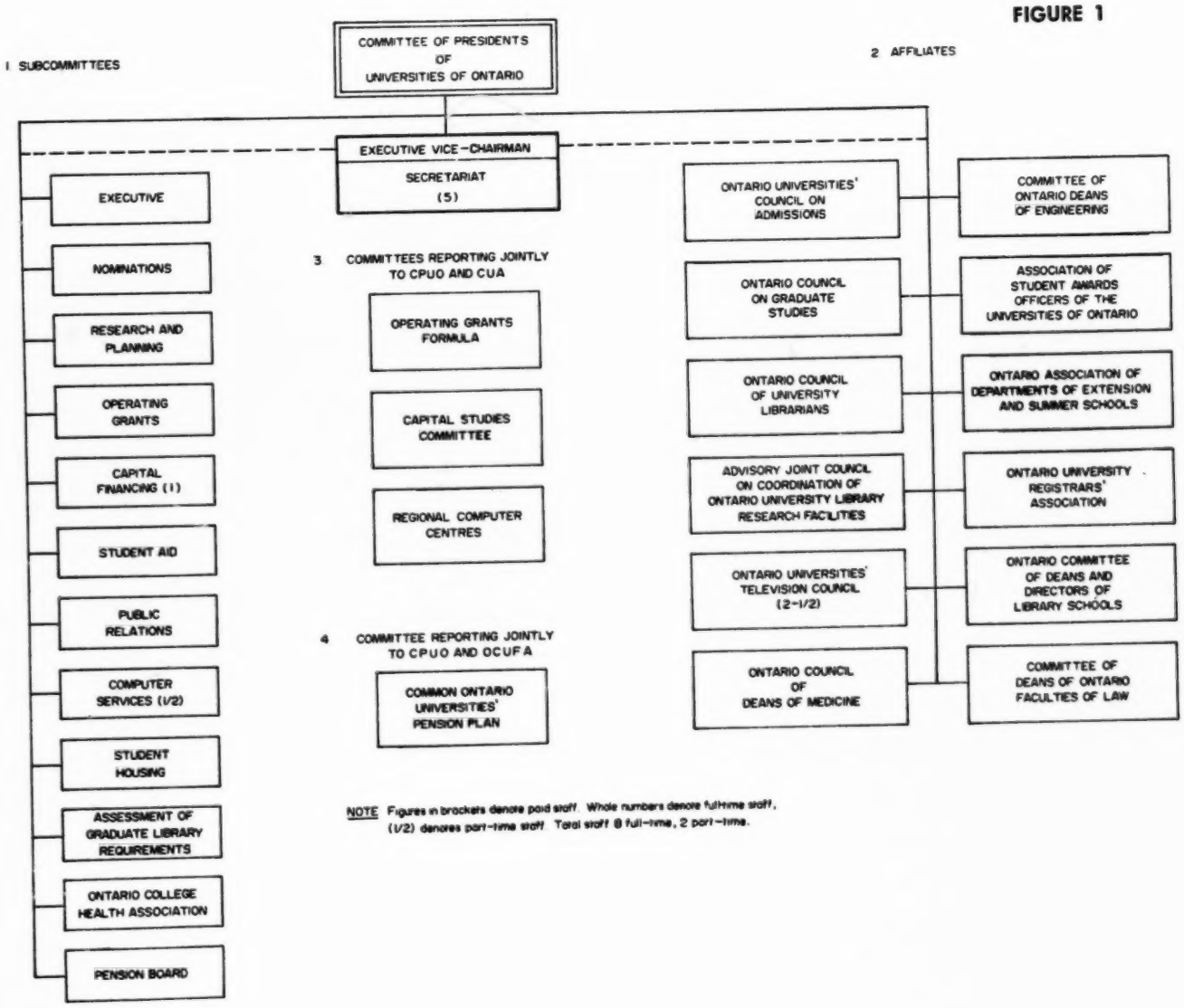
There are at present a number of bodies affiliated to CPUO. These bodies would in general continue to exist and carry on their own pro-

grammes. Bodies concerned with primary programmes (such as the Deans of Law, the Deans of Medicine) would report through the appropriate programme committee of the Council. Those concerned with support programmes (such as OCUL, OUCA) might make recommendations direct to the Council or through the programme committees, depending on the substance of the recommendations.

EXISTING SUBCOMMITTEES

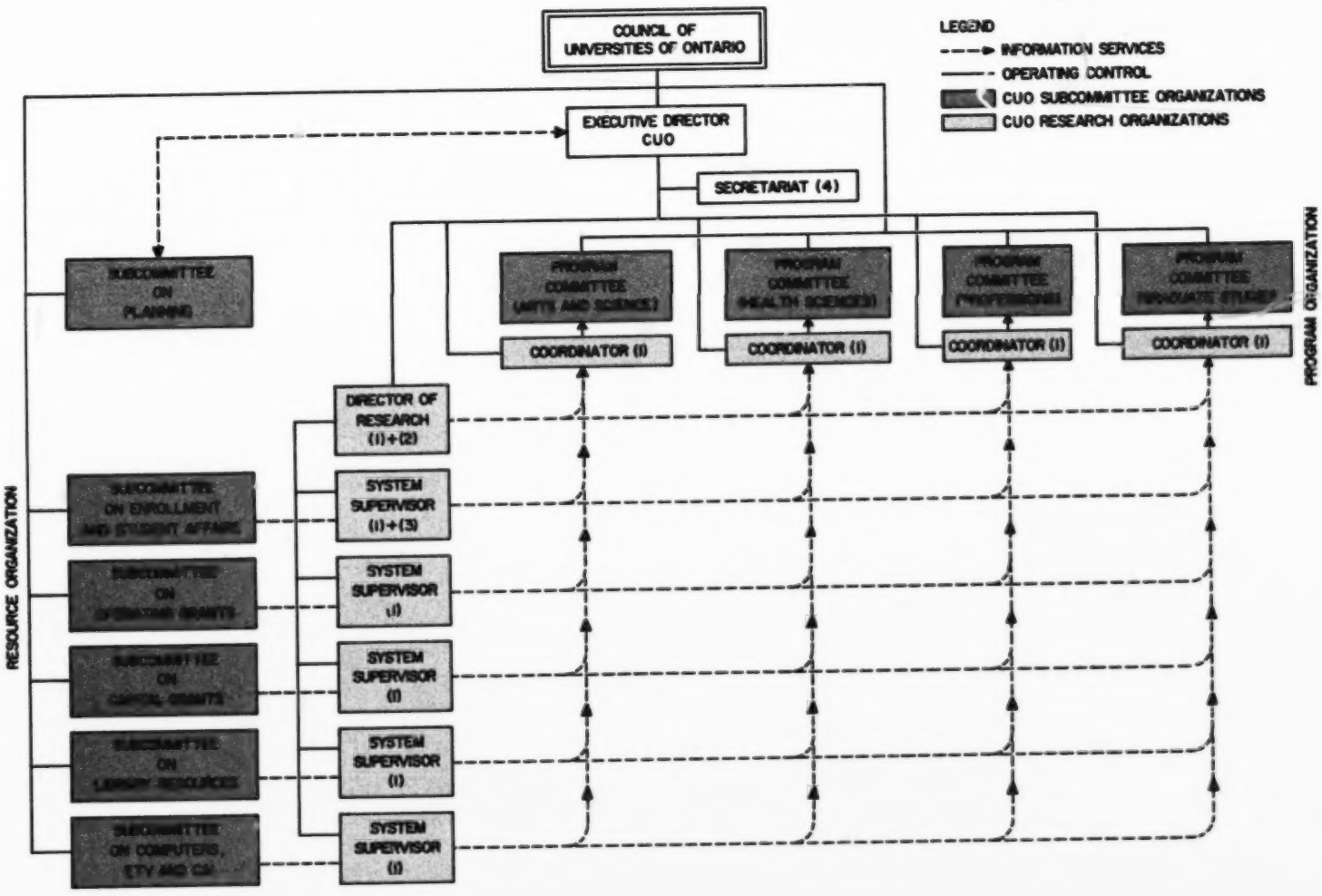
A number of subcommittees now in existence are not covered in the above proposal. Some of them were established as *ad hoc* committees for specific purposes and will be discharged when their assignments are completed. Others become redundant because of the proposed new structure. Still others should be retained and made responsible to the appropriate body within the new structure. The Executive Director will review the status of all committees and make recommendations to the Council.

FIGURE 1


COMMITTEE OF PRESIDENTS OF UNIVERSITIES OF ONTARIO
1 SUBCOMMITTEES
2 AFFILIATES
EXECUTIVE VICE-CHAIRMAN
SECRETARIAT (5)
EXECUTIVE
NOMINATIONS
RESEARCH AND PLANNING
OPERATING GRANTS
CAPITAL FINANCING (1)
STUDENT AID
PUBLIC RELATIONS
COMPUTER SERVICES (1/2)
STUDENT HOUSING
ASSESSMENT OF GRADUATE LIBRARY REQUIREMENTS
ONTARIO COLLEGE HEALTH ASSOCIATION
PENSION BOARD
3 COMMITTEES REPORTING JOINTLY TO CPUO AND CUA
OPERATING GRANTS FORMULA
CAPITAL STUDIES COMMITTEE
REGIONAL COMPUTER CENTRES
4 COMMITTEE REPORTING JOINTLY TO CPUO AND OCUFA
COMMON ONTARIO UNIVERSITIES' PENSION PLAN
ONTARIO UNIVERSITIES' COUNCIL ON ADMISSIONS
ONTARIO COUNCIL ON GRADUATE STUDIES
ONTARIO COUNCIL OF UNIVERSITY LIBRARIANS
ADVISORY JOINT COUNCIL ON COORDINATION OF ONTARIO UNIVERSITY LIBRARY RESEARCH FACILITIES
ONTARIO UNIVERSITIES' TELEVISION COUNCIL (2-1/2)
ONTARIO COUNCIL OF DEANS OF MEDICINE
COMMITTEE OF ONTARIO DEANS OF ENGINEERING
ASSOCIATION OF STUDENT AWARDS OFFICERS OF THE UNIVERSITIES OF ONTARIO
ONTARIO ASSOCIATION OF DEPARTMENTS OF EXTENSION AND SUMMER SCHOOLS
ONTARIO UNIVERSITY REGISTRARS' ASSOCIATION
ONTARIO COMMITTEE OF DEANS AND DIRECTORS OF LIBRARY SCHOOLS
COMMITTEE OF DEANS OF ONTARIO FACULTIES OF LAW

NOTE Figures in brackets denote paid staff. Whole numbers denote full-time staff, (1/2) denotes part-time staff. Total staff 8 full-time, 2 part-time.

FIGURE 2


LEGEND
INFORMATION SERVICES
OPERATING CONTROL
CUO SUBCOMMITTEE ORGANIZATIONS
CUO RESEARCH ORGANIZATIONS
COUNCIL OF UNIVERSITIES OF ONTARIO
EXECUTIVE DIRECTOR CUO
SECRETARIAT (4)
SUBCOMMITTEE ON PLANNING
PROGRAM COMMITTEE (ARTS AND SCIENCE)
PROGRAM COMMITTEE (HEALTH SCIENCES)
PROGRAM COMMITTEE (PROFESSIONS)
PROGRAM COMMITTEE (GRADUATE STUDIES)
COORDINATOR (1)
COORDINATOR (1)
COORDINATOR (1)
COORDINATOR (1)
PROGRAM ORGANIZATION
DIRECTOR OF RESEARCH (1)+(2)
SYSTEM SUPERVISOR (1)+(3)
SYSTEM SUPERVISOR (1)
SYSTEM SUPERVISOR (1)
SYSTEM SUPERVISOR (1)
SYSTEM SUPERVISOR (1)
SUBCOMMITTEE ON ENROLLMENT AND STUDENT AFFAIRS
SUBCOMMITTEE ON OPERATING GRANTS
SUBCOMMITTEE ON CAPITAL GRANTS
SUBCOMMITTEE ON LIBRARY RESOURCES
SUBCOMMITTEE ON COMPUTERS, ETV AND CAI
RESOURCE ORGANIZATION